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AN INVESTIGATION OF PARTICIPATION  
BY COMMUNITY GROUPS IN THE DECISION-MAKING PROCESS  
IN ELECTED, PARTLY ELECTED, AND APPOINTED SCHOOL BOARDS

by

ALICE MARGARET ST. JAMES

A THESIS

SUBMITTED TO THE FACULTY OF GRADUATE STUDIES  
IN PARTIAL FULFILLMENT OF THE REQUIREMENTS FOR THE DEGREE  
OF DOCTOR OF PHILOSOPHY

DEPARTMENT OF EDUCATIONAL ADMINISTRATION

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UNIVERSITY OF ALBERTA  
FACULTY OF GRADUATE STUDIES

The undersigned certify that they have read, and recommend to the Faculty of Graduate Studies for acceptance, a thesis entitled "An Investigation of Participation by Community Groups in the Decision-Making Process in Elected, Partly Elected, and Appointed School Boards" submitted by Alice Margaret St. James in partial fulfillment of the requirements for the degree of Doctor of Philosophy.



## ABSTRACT

This study was designed to investigate the extent, kind, and effect of participation by community groups in school board decision-making. Specifically it asked whether, in terms of the type of school board, - elected, partly elected, and appointed, - there were any differences in the amount of participation, the types of groups who participated, the kinds of participant behavior they used, and the effectiveness of their participation.

Cooperating in the study were eighty-one school boards serving Canadian cities with populations of over 30,000. Superintendents of these school boards responded to a questionnaire constructed for the study.

The findings showed that the extent of participation by community groups in school board decision-making was significantly greater with the partly elected boards than with either the elected or the appointed boards. The difference in the extent of participation between the elected and the appointed boards was not significant.

The professional educator groups were the most frequent participants among the three types of school boards. The difference in the extent of their participation was significant between the partly elected and the elected boards, but not between the partly elected and the appointed boards or between the elected and the appointed boards. Among the three types of school boards





their main participant behavior was making recommendations and they had most effect on decisions. Their pattern of participation was strong over all issue areas except financing and expenditures.

Education-oriented groups were the next most frequent participants; the extent of their participation, however, was significantly less with the appointed boards than with the elected or the partly elected boards. They most often made recommendations; however, one-third of their participation was in the form of putting pressures on the school boards to adopt their solutions. They were less effective than the professional educator groups. They participated most strongly in the issue area of the instructional program.

Business groups participated to a significantly greater extent with the partly elected boards than with the elected or the appointed boards. They participated most frequently in issues involving financing and expenditures. Usually they made recommendations or presented information with some effect on what the school boards finally decided to do.

The miscellaneous or special interest groups participated to a greater extent with the elected and the partly elected school boards; the differences among the three types of boards were not significant. They participated most frequently in issues involving student personnel. Usually they put pressures on the school boards. Although having much effect in many incidents, they also had many incidents when their participation had no effect.



Although the least extent of participation by community groups occurred among the appointed boards, they were significantly more influenced by that participation. Least influenced by community participation were the partly elected boards.



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## CHAPTER I

### INTRODUCTION

Decision-making is one of the major activities in an organization .

It is argued that decision-making is, indeed, the central activity in an organization, and that all other activities receive their force and direction from the decision-making process . As such, decision-making has become a key focus in administrative training and in the social sciences in the years since World War II . The importance of decision-making is recognized by the disciplines of sociology, psychology, political science, economics, and social psychology, which have devoted extensive research on the factors which influence the way in which decisions are reached . The interdisciplinary approach in administrative training has also reflected the importance attached to decision-making .

The centrality of decision-making to the functioning of an organization seems so obvious that it is easy to forget how recent the study of decision-making is and to overlook all the different points of view that come under the decision-making label . The study of decision-making began as a challenge to the classical theories of organization which emphasized rational processes to the exclusion of social and psychological factors . The current approach to decision-making recognizes that rationality, though the preferred





mode of choosing among alternatives, is frequently under pressure from conflicting values, ideals, and aspirations. As stated by Gore and Silander:

Social scientists studying organizational behavior have adopted the presumption that while rationality is a desirable basis for choice making, given the nature of man, his organizations, and his contradictory emotions and needs, it is not realistic to assume that rationality can become the primary basis of collective choice-making. (4, p. 100).

The field of educational administration with its interdisciplinary approach has shown a keen interest in the decision-making process. Much has been written on the key role of decision-making at all levels of the educational organization. Research has been devoted to such topics as how administrative and policy decisions are made, who influences educational decisions, and what effect teacher participation has on educational decisions. The number of studies on decision-making in education underline the significance of the process to the functioning of educational systems.

The sections of this chapter contain the statement of the problem investigated in this study, a discussion of the significance of the problem in the field of educational administration, an outline of the definitions, assumptions, limitations, and delimitations of this study, and a preview of the organization of the thesis.





## I. THE PROBLEM

The present study is an investigation into the extent, kind, and effect of participation by community groups in the decision-making process in elected, partly elected, and appointed school boards.

The method of selection of school board members varies in different areas of Canada. Some school board members achieve their position through election by popular vote and others through appointment by governmental or religious agencies. There are school boards where all the members are elected; these boards are referred to as elected boards. There are school boards where all the members are appointed; these boards are referred to as appointed boards. There are school boards where some of the members are elected and at least one of the members is appointed; these boards are referred to as partly elected boards.

School boards make decisions involving issues in different areas. For the purposes of this study the issue areas were designated as being concerned with the instructional program, the student personnel, the staff personnel, the physical facilities, financing and expenditures, and the relations with the community.

Community groups have different interests in issues in these areas of school board decision-making and may participate actively in those decisions which affect their interests. Community groups were seen as being of four types according to their interests in educational decisions: (1) education-oriented



groups; (2) professional educator groups; (3) business groups; and (4) miscellaneous groups.

In each of these areas of school board decision-making in which community groups participate, they may use different kinds of participant behavior when making their views known to the school board. The kinds of participant behavior were designated as being: (1) informing; (2) recommending; and (3) urging.

In each of the areas of school board decision-making in which community groups participate, they may be more or less effective in influencing the outcome. The effects which participation had on the outcome to the decision were called: (1) much; (2) some; and (3) none.

This study explored the relationships between the type of school board and the extent of participation by each type of community group, the usual kind of participant behavior used, and its effect on the decisional outcome. These relationships were explored in each of the six issue areas of school board decision-making. The study sought answers to the following three questions regarding each of the issue areas in terms of the three types of school boards:

1. What is the extent of participation by each type of community group?
2. What kind of participant behavior is usually used by each type of community group?
3. What effect does the participation by each type of community group have on the outcome to the decisions?





The answers to these questions when summarized for all the issue areas were seen as being able to provide the answers to the basic problem: the relationship between the type of school board and the extent, kind, and effect of participation by community groups in the decision-making process.

The basic problem, then, can be stated in the form of the following four questions. Regarding the relationships between the types of school boards, elected, partly elected, and appointed:

1. What is the extent to which community groups participate in school board decision-making?
2. Which are the types of community groups who participate in school board decision-making?
3. What are the kinds of participant behavior that community groups use to influence school board decision-making?
4. What is the effectiveness with which community groups participate in school board decision-making?

Although not specifically part of the basic problem, other areas of investigation were indicated by these questions. These further relationships were explored:

1. Is there a relationship between the type of community group and the kind of participant behavior it uses?
2. Is there a relationship between the type of community group and its effectiveness in influencing educational decisions?



3. Is there a relationship between the type of participant behavior used and its effectiveness in influencing educational decisions?

### Related Problems

Since this study is an investigation of elected, partly elected, and appointed school boards, data on the selection methods and personal characteristics of school board members were obtained. There was no intention of relating personal characteristics of school board members to the participation of community groups in decision-making. However, because of current interest in selection methods and because earlier studies investigated the relation between selection methods and personal characteristics, these data are reported.

The first related problem was the methods of selection including the appointing methods for appointed members and the nominating methods for elected members. Specifically, the study asked (a) who are the appointing agencies for appointed members; and (b) how are elected members nominated for election. Due to the current interest revealed in American school board literature on the caucus method of nomination, this study investigated the extent to which the caucus method is being used in Canada.

The second related problem was the relation between educational background, occupational status, length of tenure, sex, religious affiliation, and nationality to the method of selection. Two of the merits attached in earlier studies to the appointed member were that his superior educational qualifications





and his longer term of office both contributed to his more effective board membership. This study asked whether there is a relationship between the method of selection of school board members and their educational background and terms of office.

A third related problem was concerned with whether or not school boards set up formal liaisons between the school board and the community by which regular two-way communication could occur. The existence of committees with representatives from all the different interest groups was thought to be a means of communication used by school boards, particularly the appointed boards, by which all community groups could make their views known.

## II. THE SIGNIFICANCE OF THE PROBLEM

Different areas of Canada select school board members by different methods. The majority of school boards are selected by election. The school districts of Western Canada have relied almost exclusively on selection by election, whereas the method of selection in a number of cities of the Maritime Provinces and in Montreal and Quebec City has been by appointment.

Judging by the relative infrequency of change in the method of selection of school board members, there is no major dissatisfaction with either appointment or election. In Ontario, one change has been the formation of boards of education consisting of both elected and appointed members, the appointed members representing the interests of the separate schools in the high school



education of the Catholic students . In Quebec , a recent study proposed a change from a wholly appointed board to one that consists of both elected and appointed members (5, p. 38); as yet no action has been taken on the proposal . In giving their reasons for the proposal , the authors of the study made this statement:

Ainsi , à l'heure présente , la gestion des écoles publiques des municipalités qui font partie du territoire de la C.E.C.M. est dominée par quatre commissaires nommés par le Gouvernement provincial . Les trois autres commissaires étant nommés par l'Archevêque de Montréal , les citoyens des municipalités concernées n'ont aucun moyen d'imposer ce qu'ils désirent en matières d'écoles publiques . Aucune occasion ne leur est donnée de condamner ou approuver telle ou telle politique scolaire . Contrairement à celles des autres régions de la Province , leurs écoles sont administrées par une autorité dominée par les pouvoirs provinciaux . Cette remarque n'est pas une condamnation . Elle veut seulement souligner qu'en ce qui concerne les écoles catholiques de Montréal , on ne saurait parler de gouvernement local ("local self government") . (5, p. 8) .

In the United States of America the method of selection of school board members is predominantly elective . Where change has occurred in the method of selection , it has generally been from an appointive to an elective method , except in the case of some large metropolitan school boards where the reverse has occurred . (6, p. 89) . A recent study of local school boards noted that of 4,045 school systems studied , 3,473 or 85.9 per cent had elected school boards , and 572 or 14.1 per cent had appointed boards . (8, p. 5) . Among the problems cited as pertaining to the selection of school board members was the need to change from the appointive to the elective method . (8, p. 82) .





The local school board has the legal power to make decisions which affect the educational system in the community. The pattern that it follows in making educational decisions may be a result of the method of selection of the school board members. The major criticism of appointed boards is that since they are not subject to citizen approval through election, they may be inclined to make decisions which are contrary to the "public will." (6, p. 87). Elected boards are considered to be more democratic than appointed boards. If this is so, that elected boards do differ from appointed boards, the differences should be revealed in the extent, kind, and effect of community participation in the school board's decision-making.

The contribution that this study makes to research in educational administration is its attempt to explore which community groups participate in decision-making in elected, partly elected, and appointed school boards, how they participate, and whether their participation is effective in determining the solution to an issue. It is hoped that the findings will provide evidence to assist communities which are contemplating a change from an appointive to an elective method or vice versa. It is also hoped that the findings will assist educational administrators to identify the influential community groups and how they operate in affecting educational policies.



### III. DEFINITION OF TERMS

Decision-making. For the purpose of this study the following definition by Snyder was considered useful:

Decision-making results in the selection from a socially defined, limited number of problematical, alternative projects (i.e., courses of action) of one project to bring about the particular state of affairs envisaged by the decision-makers. (7, p. 19).

At the simplest level, decision-making is a choice among alternatives. Preceding the choice comes what Barnard refers to as the search for "strategic factors." (2, p. 202). It is in this search phase, defined by Dill as "looking for alternative courses of action and for information that can be used to evaluate them," (3, p. 34), that relevant facts and values can be brought to bear by interested community groups.

Administrative decision-making. The definition given by Agger was used:

A demand or a decision-making process is deemed administrative if it is regarded by its maker, or by participants therein, as involving relatively routine implementation of a prior, more generally applicable decision, or implementing relatively minor values of a relatively few people at any one time, or as having "technical" criteria available to guide the technically-trained expert in his selection of one or another from a set of alternative outcomes. (1, p. 51).

Policy decision-making. Continuing with the Agger concepts which conceived the administrative-political as opposite poles of a continuum, the following definition was used:





A political demand or political decision-making process, in contrast, is conceived by the maker or participants therein as involving a relatively extraordinary review of an existing decision or an entirely new decision, implicating relatively major values of a relatively large number of persons, with value judgments or preferences rather than "technical" criteria as the major factors in determining the selection by "policy makers" of one or another from a set of alternative outcomes. (1, p. 51).

Participation in the decision-making process. The term participation was defined in this study in the sense of contributing advice or information or recommending a specific course of action over competing alternatives through formal procedures. Participation might initiate, support, or block a course of action. Participation included such activities as submitting briefs, sending delegates to school board meetings to present the viewpoint of a group, writing letters, and indicating preferences. In general, participation meant making known to the school board the facts and values relevant to the making of a policy decision. It did not include such forms of participation as voting in school board elections or nominating persons for school board election or appointment. Nor did it include such informal procedures as discussing educational policy outside official board meetings or contacting individual school board members.

Extent of participation. The extent of participation referred to different kinds of participant behavior. The kinds of participation were called (1) No participation; (2) Informing; (3) Recommending; and (4) Urging; with the following definitions:



No participation. No action.

Informing. Presentation of facts and values relevant to the solution of the issue but no indication of preferences for a specific outcome.

Recommending. Indication of preferences for a specific course of action but no prevailing upon the school board to adopt this course of action.

Urging. Pressure to adopt the preferred course of action.

Elected school board. An elected school board was one whose members achieved their position on this school board through popular vote of the qualified voters in the community.

Appointed school board. An appointed school board was one whose members achieved their position on this school board through appointment by governmental or religious agencies or officials.

Partly elected school board. A partly elected school board was one on which some of the members were elected and at least one of the members was appointed. The appointed member(s) might have been elected to another school board and appointed by it to serve on this school board.

School board member. The term school board member was used interchangeably with the terms trustee and commissioner.



Superintendent. The term superintendent was used interchangeably with the terms director of education and director of studies to designate the chief executive officer of the school board.

Community groups. The term community groups referred to all organized groups in the municipality of a permanent or semi-permanent nature. These groups were classified into four types called (1) education-oriented groups; (2) professional educator groups; (3) business groups; and (4) miscellaneous groups; with the following definitions:

Education-oriented groups. The majority of the members of these groups were parents and other citizens who were interested in education and had as their general purpose the improvement of education. Included among these groups were parent-teacher associations, home and school associations, citizen advisory councils, and better education associations.

Professional educator groups. The members of these groups were teachers and school administrators. Included among these groups were teachers associations and principals associations.

Business groups. The members of these groups were employed by profit-making organizations. Included among these were commercial and industrial enterprises, business firms, and Chambers of Commerce.





Miscellaneous groups. These groups were not primarily education-oriented or business-oriented. Included among these groups were religiously-affiliated groups, ethnic groups, civic associations, governmental agencies, fraternal clubs, trade unions, and special interest groups which might operate solely for the duration of one issue.

#### IV. ASSUMPTIONS

The major assumption was that the instrument used to determine the extent of participation of community groups in the decision-making process possessed the degree of validity and reliability necessary for this study. It was also assumed that the French translation of the questionnaire retained the thought and meaning of the English questionnaire.

It was assumed that the superintendent responding to the instrument possessed the information required to complete the instrument.

#### V. LIMITATIONS

This study was limited in its focus on the decision-making process. It attempted to explore only the extent of participation of community groups in school board's decision-making process. It was further limited in that it explored the extent of participation in the decision-making which determined policy affecting the educational system as distinct from administrative decisions made to carry out policy.





Another limitation was that problematic issues were presented to the respondent. These issues might not have tapped the issues that were of current importance in a specific community; and although the respondents were given an opportunity to describe other issues, approximately one-third did so.

This study was also limited by the accuracy with which the respondents completed the instrument.

## VI. DELIMITATIONS

Only school boards in Canadian municipalities with a population of over 30,000 according to the 1961 Canadian census were studied. Some of these municipalities had more than one school board, in which case, each of these school boards was contacted.

## VII. THE ORGANIZATION OF THE THESIS

The present chapter contains the statement of the problem investigated in this study, a discussion of the significance of the problem in the field of educational administration, and an outline of the definitions, assumptions, limitations, and delimitations of this study. The following three chapters review the literature related to this investigation, outline the theoretical framework of the study, and give a description of the methods and the instrument used in this study.



Chapters Five, Six, and Seven present the findings regarding the extent, kind, and effect of participation by community groups in terms of the types of school boards. The related problems regarding the composition of school boards are treated in Chapter Eight. A summary is made, conclusions are drawn, and the implications of this investigation are discussed in the final chapter.



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## CHAPTER II

### REVIEW OF RELATED LITERATURE

There appeared to be no research related to the participation of community groups in school board decision-making that distinguished between elected and appointed school boards. Also, there appeared to be no research dealing with the partly elected school boards. There were a few American studies which dealt with the effectiveness of school board members. There was much literature which dealt with the orientation and induction of the school board member. (2). For the purposes of this study, it was thought that a review of the literature that dealt with methods of selection of Canadian urban school board members and a review of the American studies which dealt with the effectiveness of elected versus appointed school board members should precede the review of research dealing with community decision-making and school board decision-making. A discussion of the issue approach and its use in this study concludes the chapter.

#### I. THE SELECTION OF CANADIAN URBAN SCHOOL BOARD MEMBERS

In 1953 the Canadian Education Association Information Service undertook a survey of the methods of selection of urban school board members. (8). The information in this report covered urban school boards in all the provinces





except Newfoundland. It revealed that the majority of urban communities in Canada selected school trustees through election by popular vote. There were a few urban school boards whose members were appointed by municipal, provincial, or ecclesiastical authorities, or a combination of these authorities.

The pattern of selection of urban school board members in Nova Scotia, New Brunswick, and Prince Edward Island was appointment by the municipal authorities and the Lieutenant-Governor-in-Council. Exceptions to this pattern were Edmunston, where all members were elected, and Sydney, where four members were elected, one appointed by the municipality, and two appointed by the Lieutenant-Governor-in-Council.

In the province of Quebec, the Catholic school board of Quebec City and the Protestant school board of Montreal consisted of appointed members. In the case of the Quebec City Catholic Board, four members were appointed by the Lieutenant-Governor-in-Council and three by the Archbishop. In the case of the Greater Montreal Protestant School Board, the members were appointed by the Lieutenant-Governor-in-Council, the municipal council, and suburban local school boards. School board members in other cities of the province were elected.

In the province of Ontario, the public school board members and the separate school board members were elected. On the boards of education, the majority of the members were elected and one or two members were appointed



to represent the interests of the Catholic separate schools in the high school education of students of the Catholic faith.

In the western provinces of Manitoba, Saskatchewan, Alberta, and British Columbia, the urban school boards were elected with the exception of Nanaimo where one member was appointed by industry.

In the province of Newfoundland, district boards of education were appointed by the government on the recommendation of the denominational superintendent. (14, p. 216). The board of education consisted of five or more members of the religious denomination of the residents of the district, one of whom was the senior clergyman.

## II. AMERICAN SCHOOL BOARD STUDIES

There have been a number of studies made in the United States of America of the effectiveness of school board members. A great number of surveys were undertaken by the Midwest Administration Center of the University of Chicago in the 1950's. Some of these studies correlated personal characteristics with board membership. (27). Generalizing from these findings, one could profile the effective board member as male or female, parent or non-parent, aged between 25 and 60 years, holding a university degree, working in a professional or semi-professional occupation, having at least four years experience as a board member, working with a superintendent who has achieved tenure, and operating under a written policy.





More recently, the school board studies have attempted to investigate the relationships between the expectations which the school board holds for the superintendent, and between the expectations which the community and the superintendent hold for the school board. (16, pp. 11-14, 16-19, 42-46).

An implication derived from these studies is that the effectiveness of the school board member is directly related to the degree to which he meets the expectations of his major reference groups. These research findings do not deal with the relationship between the method of selection of the school board member and his effectiveness as seen by his alter groups.

There have been many lists of the desirable traits of school board members; such lists could be applied equally well to the honorable citizen or the Boy Scout. At the time that the Midwest Administration Center began its survey of school board members, there were no outlines of specific behaviors that characterized effective and ineffective trustees. It turned to a procedure developed by John C. Flanagan which was based on job requirements that were so crucial that success or failure on the job depended upon them. (15). This technique, known as the "critical incidents technique," had been used fruitfully in determining potential ability in several occupations and could be adapted to determine successful school board membership. Barnhart undertook the survey of school board members' and superintendents' opinions of incidents where effective and ineffective functioning of members had been revealed. (6). Since his survey included both superintendents and school board members in almost equal





numbers, and since there was similarity in the patterns of response, he felt that there was no strong bias in the replies. From the replies received, he grouped the critical incidents in six major areas of capability and ranked them in order of importance. Barnhart reported that the majority of incidents where effective behavior was revealed were in "demonstrating informed leadership, and insight into board planning, and policy-making." Behavior was less effective in "effectiveness in personal relationships," "courageous action for the good of the schools," and "effective understanding of the executive function and willingness to support it."

Corbally, using the areas of capability reported by Barnhart, found that the area, "acceptance of the principle of board unity and the subordination of self-interest to that unity," was the area in which school board members showed least effective behavior. (10).

From his survey, Barnhart developed an evaluation instrument which resulted in a set of thirty-two criteria for effective board membership. (27, pp. 22 - 23).

Whalen, using Barnhart's instrument of evaluation of effective board member behavior, related his findings to the method of selection of school board members. (29). His results showed that the percentage of appointed members who exhibited effective behavior was greater than that of elected board members as measured on thirty-one of the thirty-two criteria. However, the high percentage of elected members exhibiting effective behavior ruled out the possibility that



appointment was the only method of selection for producing effective board members. The one criterion which favored elected members was not significant, whereas nineteen of the criteria which favored the appointed members were found to be significant to at least the five per cent level of confidence.

Whalen's replies came from superintendents in eleven midwestern states and involved 1,650 elected and 198 appointed board members.

Whalen's study would indicate that appointment produces more effective board members than does election. An explanation for the superiority shown by appointed members may be that the evaluation of board member behavior was made by the superintendent who would not necessarily view effectiveness in the same manner as would the lay citizen. The citizenry may regard the appointed member as not representing their desires but as more representative of the appointing body or of the organized professional culture as revealed in the person of the superintendent.

Reeves listed a number of advantages and disadvantages in the selection of board members either by appointment or election. (24, pp. 82-88). He argued that elected boards were more democratic and the public had more confidence in them; however, he noted that school boards could sometimes secure better members by appointment because persons who would be highly qualified board members did not always wish to subject themselves to a political campaign but would accept appointment to a school board. Against appointed boards, Reeves mentioned that school problems may be solved without local participation.





Against elected boards, Reeves suggested that elected boards were more likely to interfere with the executive duties of the superintendent .

Reeves' listing of advantages and disadvantages of elected and appointed members represents reasonable opinions as to the effectiveness of elected versus appointed members . Comparing the quality and the quantity of advantages of elected boards to those of appointed boards , one could assume that effectiveness is found to a greater extent in elected school boards . They are more apt to represent the public will in education and to arouse public interest in education . However , Reeves did not support his arguments with research evidence which would justify his opinions .

Gross discovered a variety of pressures placed on school board members to initiate new programs or to modify existing ones . (17, pp . 48-50) . Pressures were exerted by many associations including parents , teachers , rate-payers , business , the press , the churches , service clubs , and welfare organizations .

School boards , faced with conflicting demands , cannot meet all of them . Competing interests and divergent values are often brought to bear in the settlement of problems and issues that confront the modern governmental agency ; and the school board , as an extension of the arm of the legislature , is a governmental agency .

There do exist pressures from "outside" the school board . Different community groups have their special interests and use various methods to bring their views to the attention of the school board with different degrees of success .





Whether community groups participate in the solution of issues, how they participate, and how successfully they participate may be indications of the responsiveness of the school board to the "public will" in the decision-making process.

### III. DECISION-MAKING

Barnard was one of the first writers to emphasize decision-making as "the essential process of organizational behavior" and to indicate how the activities of an organization could be analyzed as a system of interconnected decisions. (5, ch. 13). Simon, in the opening paragraphs of Administrative Behavior, contended that decision-making was the central activity of an organization and that an organization could be known by the way in which decision-making tasks were allocated and co-ordinated. He stated:

The task of "deciding" pervades the entire administrative organization quite as much as the task of "doing" - indeed it is integrally tied up with the latter. (26, p. 1).

The arguments of these two writers have given much of the impetus to studies which make organizational decision-making their central focus.

Paralleling the work of the administrative theorists are the studies of sociologists, psychologists, and political scientists which examine the behavior of individuals and groups in decisional processes outside the administrative setting. Lewin's research was directed at the extent to which a group's participation or lack of participation in making decisions affected its willingness to



accept the decision. (20, pp. 287-301). There is extensive literature dealing with voting decisions and explanations of factors influencing voters. (21, pp. 1124-1175). Much of the current empirical and theoretical work in political science is based on the observation that many political data can be conceived as results of the decision-making mechanisms that are used.

Once decision-making is accepted as one of the key concepts for the social sciences, the necessity of exploring the participants in decision-making becomes apparent. Research in community decision-making has thrown some light on the subject of who participates in and influences community decisions.

#### IV. COMMUNITY DECISION-MAKING

For the past few decades the area of community power structure and community decision-making has interested students of American community life. The type of power structure uncovered by the researcher is conceptually linked to the research technique employed. An essentially monolithic power structure has been found by researchers using the reputational technique; researchers using the issue approach or the decision-analysis technique have found an essentially pluralistic power structure.

##### Early Studies of Community Decision-Making

Among the pioneering research in the field of community power are the studies of the Lynds (22) and Warner (28). The Lynds and Warner made their





analyses of community behavior during the period of the late 1920's and early 1930's; and although not principally focussed on community power, their studies included descriptions of local decision-makers and how they went about the business of affecting community decisions. The Lynds and Warner revealed how business and industrial leadership concentrated in an economic elite affected the decisions made daily in a small community. Although their work may have had a bias against economic elitism, the empirical evidence established the role of the economic elite in controlling local community decision-making.

### The Hunter Study

Hunter recognized before undertaking his study that many policies vital to community life seemed to appear suddenly and be acted upon without the majority of citizens having any precise knowledge of how these policies originated or by whom they were actually sponsored. (18). He felt that there was a behind-the-scenes manipulation which worked to the advantage of a relatively few persons and that this was contrary to the ideals of democratic participation in decision-making.

There appears to be a tenuous line of communication between the governors of our society and the governed. The situation does not square with the concepts of democracy we have been taught to revere. The line of communication between the leaders and the people needs to be broadened and strengthened - and by more than a series of public-relations and propaganda campaigns - else our concept of democracy is in danger of losing vitality in dealing with problems that affect all in common. (18, p. 1).





Hunter indicated that the wider participation of the individual in community affairs was desirable. He isolated a power group that tended to act on policy matters without regard for various community groups, but he also noted that on specific projects members from associational groups were drawn into the area of policy decisions as well as into the area of policy execution. In order to achieve wider participation in policy-making, Hunter suggested the formation of strong interest groups organized along political, economic, and professional lines. "The key to participation in power decisions would appear to be in finding strength through perfecting social organizations along interest lines." (18, p. 257).

Hunter's study uncovered a monolithic power structure using a reputational technique. His findings have not been unanimously accepted and his methodology has been severely criticized. His most vigorous critics have been the political scientists who interpret the power structure as being pluralistic and who view the reputational technique of identifying the decision-makers as unsatisfactory. The political scientists contend that a more accurate understanding of the distribution of power would be gained by focussing on selected issues of community decision-making. An individual's political power is not a static force but varies over different issues and can best be discovered by research into actual decisions. Such research would be more likely to determine whether an individual's participation and influence were equally strong over all issues.



Just as Hunter's study is the prime example of the reputational approach, Dahl's study is the prime example of the issue or decision-analysis approach. Since these two studies may be viewed as revealing opposite concepts of community decision-making and used different approaches, a review of the Dahl study is presented.

### The Dahl Study

Dahl undertook his study of New Haven in an attempt to find an answer to the question: In a democratic society, where resources are unevenly distributed, who actually governs. (13). Although there exists an equality in that all citizens are permitted to vote, there also exists an inequality of knowledge, wealth, social position, access to officials, and other resources. Some researchers, notably the Lynds and Hunter answered the question by saying that an economic and social elite control government. Dahl rejected this answer. He subdivided the broad question "Who governs?" into specific questions: Does the way in which political resources are divided encourage oligarchy or pluralism? How are important political decisions made? What kinds of people have the greatest influence on decisions? Is the pattern of leadership oligarchic or pluralistic? Are patterns of influence durable or changing? (13, p. 7).

Dahl studied decisions in three different issue-areas in order to determine, as far as possible, who among the various overt and covert participants really





influenced decisions. (13, p. 332). His method of estimating the relative influence of different participants was based on the assumption that the success or failure of a proposal was an index of the influence of its initiator. He chose as his issue-areas redevelopment, public education, and nominations in the two major parties, because these areas promised to cut across a wide variety of interests and participants. In each of these issue-areas all the decisions that participants regarded as the most important between 1950 and 1959 were selected for detailed study. Data about each decision were obtained by means of interviews with participants, the presence of an observer, records, documents, and newspapers.

The decisions on public schools that were studied were:

1. Selling the high schools to Yale and building two new ones.
  2. Accepting or rejecting a proposal to change procedures on promotion.
  3. Major appointments, particularly an assistant superintendent for secondary education.
  4. An eye-testing program.
  5. A proposed ratio plan on salaries.
  6. Budgets.
  7. A proposal to deal with delinquency.
  8. Proposals to increase appropriations for school libraries.
- (13, p. 333).

In examining these eight decisions, Dahl indicated that there were three





main centers for initiating and vetoing policies involving the public schools, these being the mayor, the board of education, and the superintendent of schools. (13, p. 150). The mayor appointed the seven members of the school board but once the appointments were made, his direct influence on them was limited. The superintendent, provided that the mayor and the board had confidence in him, could acquire a decisive influence on matters relating to school policies internal to the system, that is, those which did not require extensive negotiations with elements in the non-political stratum. The relative influence of the mayor, the school board, and the superintendent tended to be different at different times and with different kinds of decisions.

Regarding the influence on the public schools, the evidence seemed to support three propositions: the number of citizens who participated directly in important educational decisions was small; direct influence seemed to be exerted almost entirely by public officials; and the chief center of direct influence was the mayor and his appointees on the school board, rather than the superintendent.

Dahl's presentation of findings relevant to educational decisions revealed a low power position for the superintendent and a lack of participation in educational matters among citizens. The decision involving procedures to be used in the promotion of teachers to the position of school principal and that involving the appointment of an assistant superintendent showed the effect of the intervention of Mayor Lee. (13, pp. 211-214). Miss White, the candidate



for the position of assistant superintendent, who was supported by the Mayor and his coalition, was appointed. The promotion policy proposed by the coalition was tabled. In discussing the reasons why the Mayor's coalition won on the appointment of Miss White and lost on promotion procedures, Dahl stated:

Mainly, it appears, because of the way the Mayor used his influence. In the matter of Miss White's appointment he had made his stand clear and had put his influence behind her appointment. In the matter of promotions he neither opposed the members of his coalition nor gave them his unequivocal support. There is little doubt that if he had vigorously insisted on the promotion policy they sought, the Board would have stood its ground; if the Board had remained firm, the Superintendent would have complied. (13, p. 213).

On the basis of his findings Dahl concluded that the distribution of resources encouraged pluralism rather than oligarchy. Public officials, notably the mayor, exerted a significant influence on decisions in all three issue-areas; however, few other individuals maintained their influence and their participation equally strong over all issues. There was no evidence that a social and economic elite overtly or covertly controlled the making of decisions. The three characteristics of great importance to the operation of the political system of New Haven, like most pluralistic democracies, appeared to be: there were normally "slack" resources, that is, citizens failed to use their resources with the purpose of gaining influence over public decisions; a small core of professional politicians exerted great influence over decisions; and the system had built-in, self-operating limitations on the influence of all participants including the professionals. (13, p. 305).





Dahl's study uncovered a pluralistic power structure using a decision-analysis technique. His interpretation of power and influence is opposed to the monolithic power structure uncovered by Hunter. Dahl presented a view of power as a pluralism where the leaders bargained according to the realistic rules, if not according to the ideals, of a democracy.

The decision-analysis technique has not been without its critics. The selection of issues critical to the life of the community is difficult. To hold that the decisions studied by Dahl in the issue-area of the public schools were of equal importance to the life of the community is an unwarranted contention. The researcher using the decision-analysis technique is faced with the problem of selecting issues and the manner and basis of selection could have an important bearing on the power structure revealed.

Another limitation which must be recognized by the researcher is that his powers of observation are not omnipotent. It is not possible to trace all the interactions among participants in the decision-making process in a community.

Anton, after a brilliant analysis of the work of Hunter and Dahl and the sociological and political science concepts of power, concluded that each has a contribution to make and that blindly following one to the exclusion of the other would be a mistake. (3).





This investigation used a decision-analysis technique because it was felt that the use of the reputational technique to study the decision-making process in school boards would not be appropriate. Although the reputational technique had uncovered a behind-the-scenes elite in several studies, there appeared to be no reason to expect a covert elite controlling school board policies in the major Canadian cities. While rejecting the reputational technique and following the decision-analysis technique, it was recognized that following it to the exclusion of all other approaches would be a mistake. Another approach was also used. This approach, the traditional concept of decision-makers, placed the control of the decision-making process in the hands of the persons elected or appointed to official positions on the school board.

### The Banfield Study

Banfield investigated the way that influence worked in Chicago. (4). He studied six issues: the Branch Hospital, the Welfare merger, the Chicago Transit Authority, the Fort Dearborn project, the Chicago campus, and the Exhibition Hall. His approach to the study was a case-study method as an observer of the influence patterns. Since it focussed on issues, it can be classed as a use of the issue or decision-analysis technique used by Dahl.

Banfield's purpose was to describe and analyze an urban political system as a system of influence and to contribute to the theoretical understanding



of influence in political settings of all kinds. Specifically, he sought answers to the following questions: Who has influence and who is subject to it? What are the terms upon which influence is expended? How is action concerted by influence? (4, pp. 4-6). He defined influence as the "ability to get others to act, think, or feel as one intends." (4, p. 3).

The issues which he studied were controversial, thus arousing participation by several actors. His general finding was that the politicians used skillful strategies to get consent from interested organizations in any issue. The outcome to any issue was an elaborate compromise, if not a stalemate. Like Dahl, he found no evidence of a covert economic elite; however, he did find that the large organizations of the incentive type were powerful in initiating issues.

## V. SCHOOL BOARD DECISION-MAKING

The standard approach to the study of school boards has been the survey of characteristics of school board members. Charters challenged this approach and suggested new areas of research. (9). He felt that an understanding of school board decision-making would be a key to understanding school boards. He asked for research which would provide answers to the following questions: How do school boards reach decisions? Who are the key people? How do they attain their influence? How do they affect the process of arriving at decisions?





Cunningham undertook an empirical investigation of school board policy development in an American community with a five member school board. (II). His case studies of policy formulation in five issues detailed what was observed about the policy-making process, the regularities which were apparent, the patternings that seemed to exist in policy deliberations, the characteristic behavior which could be attributed to policy-makers, and the substantive nature of educational policy. His analysis of how school boards reach decisions was presented in five steps, similar to the five stages in problem-solving.

In the initiation stage, the need for a policy formulation arose and was recognized. The decision-making process began with the raising of a problematic issue to the cognitive level. The person thus raising the issue might be a school board member, an administrator in the school system, or a person outside the school system.

In the definition stage, the school board members sought an understanding of the complex set of circumstances surrounding the issue. They sorted out relevancies and reached an identification and a definition of the problem.

The third stage, called the deliberation stage, was crucial. Here was where bargaining and the raising of alternative solutions took place. Differences in educational values and personal values caused conflict among the superintendent and the school board members. Coalitions were formed which reduced the number of policy alternatives. Information was brought to the school board by the administrative staff and indirectly by pressure groups; and when policy stakes



were high, as in critical issues, this information was likely to be selective.

In the enactive stage, one alternative was selected as the policy statement and majority approval was given to it.

The final stage, that of consequences, was that of reviewing the policy in the light of the consequences resulting from it and of revising or discarding the policy when it was not contributing to goal attainment.

Cunningham's investigation provided insights into the policy-making process of the school board which could lead to the improvement of school board-superintendent relationships. He noted that conflict arose, not solely because of value differences, but also because these value differences were not expected.

Cunningham classified decisions as (1) policy: those administrative guidelines which have value over a period of time; (2) housekeeping: the routine decisions which are required by law, serve to keep the meeting moving, or are in observance of district policy; and (3) administrative: the decisions to take action on matters that are terminal in nature such as purchasing a school site. (12). According to this classification he observed one hundred eighty-seven decisions during an eight month period of which sixteen were policy decisions, sixty-one were housekeeping, and one hundred ten were administrative.

Keen made a detailed study of the minutes of board meetings. (19). He categorized decisions into six operational areas: the instructional program, student personnel, staff personnel, business management and accounting, school buildings and property, and board of education. He termed the types of





decisions as policy, ministerial, adjudicative, and miscellaneous. Like Cunningham, he noted the relative infrequency of policy decisions.

Bowman investigated the manner of participation of superintendents in school board decision-making. (7). The modes of participant behavior by superintendents were named (1) determining: the action taken by a superintendent to resolve a problem situation without referring the problem to the school board; (2) informing: the action of a superintendent to bring a problem situation to the school board and offering data about the situation but without commitment to a course of action; and (3) advising: the action of the superintendent in letting the board know what in the opinion of the superintendent should be done to resolve the problem situation. A questionnaire consisting of thirty-six briefly described problem situations representative of those for which the school board and the superintendent made decisions was responded to by superintendents, board members, and professors of educational administration. Bowman's findings revealed that superintendents did not differ from board members in the preferred mode of participant behavior, and that in large school districts more recommending and determining behavior on the part of the superintendent was the preferred mode of behavior.

Allison investigated the extent to which board action on selected educational issues was influenced by lay and professional opinion. (1). He selected issues in three task areas of school board decision-making, these being curriculum, staff personnel, and finance, and at the levels of policy development





and implementation. His findings revealed that both superintendents and board members tended to perceive a greater amount of actual and attempted influence emanating from the professional staff than from the lay community. With respect to attempted influence, both superintendents and board members reported that the highest proportion of lay attempts to influence board decisions were related to the area of selecting curriculum; whereas the highest proportion of professional attempts to influence board decisions were related to the area of staff personnel. Lay influence was attempted to a greater extent at the policy level of decision-making; the professional staff attempted to influence decisions at the implementation level. Allison concluded that "it might be said that the degree to which community forces directly guide local school board action has been grossly overstated." (1, p. 97).

The review of these investigations into the decision-making process of school boards reveals that an understanding of this process may well be the crux to understanding school board action. The investigation by Bowman into the participation of the superintendent in the decision-making process of the school board suggests that another fruitful area of investigation would be the participation of community groups in the decision-making process of the school board. Allison's research suggests further need to investigate the participation of community groups in school board decision-making in terms of the extent and the effectiveness of that participation. The stage referred to by Cunningham as the deliberation stage bears further investigation, because it is at this stage that



alternative solutions are presented, value conflicts arise, information is presented that helps the school board member to decide, and pressures from different community groups are brought to bear.

## VI. THE ISSUE APPROACH TO DECISION-MAKING

The manner in which the school board faces issues where conflicting values and competing interests are involved can be investigated within the framework of the methodology and the theory of political sociology. There is a growing body of research which provides empirical data on the wielding of community power and influence. These studies also contain pertinent information for the development of a methodology dealing with the acquisition of valid and reliable data concerning community decision-making.

One of the methods used by researchers to investigate community decision-making is the issue approach. (25). The issue approach attempts to trace the history of a specific complex issue and to determine who influenced it and with what effect. This approach focusses on the events leading up to the making of a particular decision and on how power was wielded in the settlement of the issue.

For the purposes of this study, the issue approach was judged to be capable of providing an analysis of the differences in functioning of elected, partly elected, and appointed school boards when faced with specific issues where pressure is brought to bear by conflicting interest groups in the making of







a decision. An examination of the issue approach was made by Polsby and his concepts are related to the present study. (23).

Polsby referred to the issue approach as a method of studying specific outcomes so as to determine who actually prevailed in community decision-making. The issue approach is always used to study more than one issue, since it assumes that the same patterns of power-wielding are not likely to be repeated.

Polsby suggested some practical recommendations to the researcher who would study community power: (1) the researcher should pick issue areas as the focus of his study; (2) the issue areas should be important to the life of the community; (3) the researcher should study actual behavior; and (4) the researcher should study the outcomes of actual decisions within the community.

Using the issue approach to fit the purposes of this study, this investigation examined the pattern of participation of community groups which surrounded the decision-making process when contemporary educational issues were involved. Descriptions of problematic issues were presented to the superintendents who, as observers of the actual behavior of participating community groups, reported the involvement of the group in an issue and the effectiveness of the group in influencing the outcome. School board superintendents were chosen as the observers of the actual behaviors of community groups because it was felt that their relationship with the school board would make them knowledgeable, perceptive, and objective reporters of who actually participated in the solution of issues, how they participated, and what effect their participation had on the



outcome to the issues. Patterns of participation were related to the type of school board in an attempt to analyze differences between elected, partly elected, and appointed school boards as they revealed an acceptance and responsiveness to the participation of community groups in the decision-making process.



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## CHAPTER III

### THE THEORETICAL FRAMEWORK

The traditional concept of decision-makers and the Banfield concept of decision-makers are central to the theory upon which this investigation has been conducted. A discussion of these two concepts precedes the discussion of the theoretical framework of the present study. Both the Hunter concept and the Dahl concept of decision-makers are briefly reviewed.

#### I. CONCEPTS OF DECISION-MAKERS

##### The Traditional Concept

The traditional concept of power in decision-making held that the predominant power in public policy-making was the institution of government. The persons elected or appointed to official positions held the most actual power to influence policy. Unofficial influence was exercised by competing formal interest groups and associations through which the people most effectively expressed their desires. Through the interaction between the official power-holders and the representatives of formal interest groups and associations, basic policy was determined. In the formal meetings of legislative bodies, policy decisions were legally adopted and became binding. (5, p. 13).



### The Hunter Concept

Hunter's work seriously challenged the traditional concept of power in decision-making. (4). He found that the predominant power in public policy was not held by the official policy-makers in Regional City, but by men who, in many cases, held no official positions. Power was wielded by an informal structure of power elites who held a virtual monopoly over the major decisions. In commenting upon the traditional concept of who makes the decisions he stated:

In the general social structure of community life social scientists are prone to look upon the institutions and formal associations as powerful forces, and it is easy to be in basic agreement with this view. Most institutions and associations are subordinate, however, to the interests of the policy-makers who operate in the economic sphere of community life in Regional City. (4, p. 83).

Hunter's approach to the identification of the decision-makers has become known as the reputational technique and the power structure which he uncovered as monolithic. Hunter's approach has been rejected in this study because there appeared to be no reason to expect a monolithic power structure in Canadian urban school boards.

### The Dahl Concept

Although a monolithic power structure has been discovered by many researchers of community decision-making using the reputational technique (3, pp. 23-25), another group of researchers has been critical. Their research would indicate that community decision-making is in the hands of the official





power holders who do not hold a monopolistic control over major decisions.

Dahl found New Haven to be a model in which the official decision-makers had a relatively high power status, and a pluralism of bargaining groups exerted power to influence those decisions which affected them. (2).

Dahl's approach to the identification of the decision-makers has become known as the issue approach or the decision-analysis technique, and the power structure he uncovered as pluralistic. The issue approach was followed in this study.

### The Banfield Concept

Banfield's study of influence in Chicago provided findings consistent with the traditional concept of power in decision-making. (1). In the six issues which he studied he found that elected officials wielded the most influence. Next in influence were the large formal organizations of the incentive type rather than the civic organizations. The pluralism which he discovered required concerted action on the part of the official and the unofficial leaders in order to make decisions.

Banfield made the distinction between "central decision" and "social choice." (1, pp. 326-336). A central decision was purposeful and deliberate; it rested upon the assumption that a competent and disinterested decision-maker could find in any situation a value premise that uniquely determined the content of public interest. A social choice was the accidental by-product of the actions





of two or more interested parties who had no common intention and who made their selection competitively or without regard to each other. Banfield viewed central decision and social choice as polar types, with both having advantages and disadvantages. The mixed decision-choice process combined the advantageous features of both central decision and social choice. In the mixed decision-choice process, there were two or more interested parties each of whom was seeking its own advantage without regard to any common intention, but there was also on the scene a central decision-maker who regulated the choice process. (1, pp. 337-338).

Regarding the advantages of social choice, Banfield wrote:

One great advantage of social choice is that it involves a thorough canvas of all the elements - both the factual and the value elements - in a selection situation. The better their opportunities to influence an outcome, the more carefully will interested parties examine a situation for its effect on them, and the more vigorously will they assert their interests when they have identified them. (1, p. 339).

Another great advantage of social choice is that, where there exists no concretely meaningful criterion of the public interest and where, accordingly (whether they realize it or not), central decision-makers must employ some standard (e.g. professional use and wont) that is essentially arbitrary, the competition of interested parties supplies a criterion - the distribution of "real" influence - which may be both generally acceptable and, since it puts a premium upon effort to acquire influence, serviceable to the society. (1, p. 339).

Regarding the advantages of central decision, Banfield wrote:

The advantages of central decision are that the central decision-maker can assert the supremacy of "public values" and can find the outcome that is "best for all." (1, p. 340).



The central decision-maker performed any of three functions when the mixed decision-choice process was used. First, he could regulate the choice process so that certain "public values" were achieved. The central decision-maker laid down the framework within which the social choice process could operate and the decisional outcome represented an aggregation of both public values and self-regarding ends as viewed by the participants. Second, he could coordinate the activities of the participants in order to help them to achieve solutions optimal to their ends. Third, he could record the relative influence of the competing interest groups and respond to the pressures placed on him. When the decision-maker performed the first two of these functions, but not the third, he could eliminate inconsistencies and anomalies from the outcome.

In Banfield's view, the Chicago political system was of the type that he called mixed decision-choice, and encompassed in principle, and usually in practice, the advantages of both social choice and central decision. The Chicago political system thus approximated in its general features the logical model that was preferable. (1, p. 339).

#### The Model of the Present Study

In the present study the traditional concept of the decision-makers is accepted. The school board is viewed as holding the predominant power in the making of educational policy. The school board members, whether elected or appointed to their official positions, hold the most actual power in deciding







not only the outcomes to educational issues, but also whether unofficial influence will be accepted. Using Banfield's terms, the school board is the central decision-maker who lays down the framework within which the social choice process operates. Basic policy then represents a solution based on the aggregation of relevant facts and values as a result of the interaction between the school board members who are the official power holders and the various community groups who supply the information regarding facts and values. The study recognizes, but does not dwell on the belief that where decisions are concerned, the technical expertise of the superintendent is the most influential (6, p. 132), believing that this model is applicable principally to administrative decisions. What the present model describes is the extent to which the central decision-maker, the school board, when faced with a problem which cannot be solved solely by the application of technical criteria, receives from interested parties, the various community groups, the appropriate criteria.

The conceptual scheme employed in the study reflects the relevance of the following concepts for an analysis of the decision-making process in an educational system: (1) legal authority; (2) technical authority; and (3) community participation. Legal authority refers to the fact that school boards have the constitutional powers to make decisions which are legally binding. Technical authority refers to the fact that the superintendent possesses competence and skill in the field of education which underlie the school board's acceptance of his influence in administrative decisions. Community participation



refers to the fact that there are not always technical criteria which uniquely determine the solution to an issue and that the school board's acceptance of the participation of community groups in the decision-making process represents its willingness to permit relevant values to influence decisions.

In an attempt to explore differences between elected, partly elected, and appointed school boards, the manner in which they make decisions seemed an appropriate area of investigation. Since the major criticism of appointed boards is that citizens do not elect those who have the legal authority to make educational decisions, this study asked who participates in educational decision-making. Because the citizen has no opportunity to choose school board members on an appointed board, does the school board set up formal liaisons through which citizens' approval or disapproval can be voiced? Do elected boards, even with the citizens' rights to choose the school board members, set up similar liaisons? What kinds of community groups participate in decision-making in elected, partly elected, and appointed school boards? How do community groups make known their preferences? Which community groups are considered most effective in influencing educational decisions? Is a group's pattern of participation equally strong over all issues?



## REFERENCES FOR CHAPTER III

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## CHAPTER IV

### RESEARCH METHODOLOGY

The questionnaire used to gather data for this study, the data-gathering procedures, and the statistical technique are described in this chapter. The rationale for the choice of the questionnaire material is presented. The flaws in the questionnaire that were noted during the investigation are indicated where necessary. The pilot study and its results are discussed and the reasons underlying the inclusion of its results in the main study are presented. The basis of selection of school boards to cooperate in the study is outlined and a description of the sample from whom returns were received is given. The method of reporting the data obtained from the questionnaire is explained. The concluding section of the chapter is a presentation of the statistical technique used.

#### I. THE DEVELOPMENT OF THE QUESTIONNAIRE

Because of the geographical distribution and the number of school boards, it appeared that a questionnaire that could be mailed and self-administered would be the most efficient procedure. A copy of the English questionnaire is found in Appendix A; its French translation is found in Appendix B. It was decided to approach the superintendent for the completion of the questionnaire



because it was felt that his response to the questionnaire items, and in particular to the "Participation of Community Groups in the Solution of Educational Issues" section would be knowledgeable and objective.

The first four sections of the questionnaire were constructed for this study with the purpose of collecting factual information regarding the school board and the school board members. The sections are titled as follows:

- I. General Information
- II. Selection of School Board Members
- III. Liaison with Community Groups
- IV. Personal Characteristics of Present School Board Members

The majority of the items in sections I, II, and IV were adapted for use in a Canadian setting and in this study from White's questionnaire on school boards. (II, pp. 90-103). Although there was no evidence for the validity and reliability of these four sections of the questionnaire, its factual nature was assumed to give it the degree of validity and reliability necessary.

The fifth section of the questionnaire was constructed for this study with the purpose of collecting data on the extent to which community groups offered advice or made recommendations to the school board concerning current educational issues, and their effectiveness in determining the outcomes to these issues. This section is titled as follows:

- V. Participation of Community Groups in the Solution  
of Educational Issues.





Because of considerations mentioned below in the construction of the items, this section was assumed to have face validity and reliability. (10, pp. 164-166).

A more detailed explanation of the five sections of the questionnaire follows. The rationale for the choice of the items in each section of the questionnaire is explained. The limitations of specific items are pointed out where necessary.

### General Information

The section "General Information" requested the name and title of the reporting official and the official name of the school board. Although the results of the study are reported respecting the school board's anonymity, it was determined that the inclusion of this information would assist in the recording of the returns.

The items on the pupil enrollment, the highest and lowest grades operated by the school board, and the size of the municipality (municipalities) served by the school board provided information that was anticipated might be necessary to assess, in certain situations, the relevance of the educational issues presented in Section V of the questionnaire.

### Selection of School Board Members

The section "Selection of School Board Members" was essential in categorizing the type of school board. Items included are the number of school board members, the term of office, and the method of selection for either elected or



appointed members. There was an item in this section concerning the use of the caucus method of nominating a slate of candidates for election to school board office in order to determine to what extent the caucus method was being used in Canada.

### Liaison with Community Groups

The section "Liaison with Community Groups" was included in order to determine whether appointed school boards set up formal liaisons through which citizens' approval or disapproval of their policies could be voiced; and whether elected school boards set up similar liaisons even though citizens' approval or disapproval could be voiced in the following election. The existence of committees with representatives from all the different interest groups was thought to be a means of communication used by school boards, particularly the appointed boards, by which community groups could make known their points of view. This was true in very few communities. The majority of liaison committees reported were of the type that might be called "Teacher-Trustee Relations." Also, in many cases which had to be discarded, the composition of the membership did not indicate a liaison between the school board and different sectors of the community by means of which regular two-way communication could occur.

### Personal Characteristics of Present School Board Members

The section "Personal Characteristics of Present School Board Members" asked for information regarding the school board members' experience on the





school board, educational background, occupational status, age, sex, religion, and ethnicity. There was no intention of relating these characteristics to the extent, kind, and effect of participation by community groups in school board decision-making. However, the opinion has been stated that school board members of superior education and occupation are more likely to be found on appointed rather than elected boards. It was decided to investigate whether this opinion of elected and appointed school board members serving on Canadian urban school boards was supported by research evidence.

#### Participation of Community Groups in the Solution of Educational Issues

The section "Participation of Community Groups in the Solution of Educational Issues" was constructed for this study with the purpose of collecting data on whether or not community groups participated in school board decision-making, which community groups participated, how they participated, and how effectively they participated.

Policy decisions. The distinction between policy decisions and administrative decisions is difficult to make. (9, p. 68). It may be said that every policy decision includes aspects of its administration. However, following the definition of policy decision-making used in this study (see p. 11), the introduction to this section of the questionnaire presented to the respondent the context within which he should consider the issues described. Furthermore, in the wording of the issues, an attempt was made to present them as issues which would





require a policy decision as distinct from an administrative decision. The reason underlying this consideration was that a policy decision would more likely involve community participation than would an administrative decision.

Issue areas. The general framework presented by Campbell, Corbally, and Ramseyer outlined seven task areas in which school administrators operate. (2, pp. 84-125). One of these, "Organization and Structure," was omitted because it was considered to involve principally administrative decisions. The other task areas were named the instructional program, pupil personnel, staff personnel, physical facilities, relations with the community, and financing and expenditures. They guided the selection of items to insure that no major area of school board policy decision-making would be excluded. Previous research into school board decision-making had indicated that these were meaningful areas of investigation. (1).

Issues. The issues presented were considered representative of issues which currently are of importance on the educational scene as revealed by recent literature on school board problems, particularly the newspapers and the journals. The issues were described to indicate the nature of the problem in very general terms. The issues were intended to be applicable to the various provinces of Canada, the grade levels served by the school boards, and the various legal and fiscal powers within which Canadian school boards operate.



In the selection of the issues an attempt was made to have three issues in each of the issue areas except the instructional program where four issues are presented. Examples of issues in each of the areas are given.

The instructional program contained issues such as the extension of the school program, lowering or raising the grade in which a course is taught, and the introduction of a new course.

Student personnel contained issues such as a change in the placement of exceptional pupils, dress and grooming standards for students, and a change in the boundaries of school attendance areas.

Staff personnel contained issues such as the hiring of non-certificated personnel, the suspension of a teacher, and a change in the salary or working conditions of teaching personnel.

Physical facilities contained issues such as the introduction of new technology as teaching aids, new architectural designs for school buildings, and the location of schools.

Financing and expenditures contained issues such as lowering or raising the property tax, long term borrowing, and increasing school expenditures.

Relations with the community contained issues such as the use of pupils for out-of-school activities, the use of school premises by community organizations, and a change in the method of reporting pupil progress to parents.

It may be argued that the above designation of issues into issue areas is a limitation of this study. It may be argued also that all decisions concerning





school board operation are reducible to their curricular or financial implications. Furthermore, it may be argued that the significance of any issue may vary from day to day and from school board to school board. However, the choice of issues and their assignment to issue areas followed closely the work of Campbell, Corbally, and Ramseyer. (2, pp. 84-125). It is assumed, also, that the number and variety of issues chosen and the number of school boards responding were sufficient to randomize the effect of any particular issue or issues that might be "hot" in a given school board.

Where the issue had not confronted the school board, the respondent was asked to omit a reply to the issue. It was found that either the wording of the introduction to this section or the direction given to omit replies to problems that have never confronted the school board could have been stated more clearly. A suggested re-phrasing of this direction would be, "If the school board has not made or revised policy concerning the issue presented, omit it." There were indications in some of the comments made by respondents that a specific problem had confronted the school board and it had been solved by the administrative staff and the school board without community participation, but a reply to the issue had not been circled by the respondent. This is a limitation both on the questionnaire and on the accuracy with which it was completed.

Other issues. Superintendents were given an opportunity to describe issues that were of current concern to their school boards and were arousing



participation by community groups. Among the elected school boards twenty-one such issues were described; among the partly elected school boards five such issues were described; and among the appointed school boards three such issues were described. These issues fell into three issue areas, the instructional program, staff personnel, and physical facilities. Examples of issues categorized under the instructional program were neutral schools, bilingual schools, and summer school for secondary students. Under staff personnel were such issues as pupil-teacher ratios, promotion policies, and extra-curricular duties. Under physical facilities were such issues as transportation of pupils, closing a school, and location of an education center.

Community groups. Campbell, Cunningham, and McPhee designated the groups who participated in school board decision-making as being school-oriented groups and other-interest groups. (3, p. 308-374). Gross noted the kinds of community groups who tried to influence educational decisions. (7, pp. 18-60). Hencley indicated that the superintendents' major reference groups were the board of education, the principals and teachers, business groups, the council members of the Parent-Teacher Associations, and labor council members. (8). With these writers as a guide the community groups were designated as being (1) education-oriented groups; (2) professional educator groups; (3) business groups; and (4) miscellaneous groups. The membership and general purposes of these groups are defined earlier in the study (see p. 13).





When responding to the type of community group designated as miscellaneous, the respondent was asked to specify what the group represented, such as a religiously-affiliated group, an ethnic group, a civic association, a trade union, a fraternal club, or a special interest group.

Participant behavior. Bowman, in his study of the participation of superintendents in school board decision-making, designated the modes of participant behavior Informing, Recommending, and Determining. (1). The terms "Informing" and "Recommending" were used in this study with a similar connotation to Bowman's terms. Two additional modes of participant behavior were used, these being "No participation" and "Urging" because it was determined that these were useful descriptions of how community groups would react to educational issues. These terms are defined earlier in the study. (see p. 12). No direction was indicated as to whether the community participation was favorable or unfavorable, or whether it initiated, supported, or blocked action by the school board; this is a limitation of the study. Also, in the majority of questionnaires returned, the respondent circled for pertinent issues the participant behavior for one or more community groups but not for the other groups; in these cases, the behavior of the other community groups was interpreted to mean "No participation."

Effectiveness of the participation. The respondent was asked to indicate his estimate of the effect that the community group's participation had on the





solution of the issue . The effect that the community group's participation had on the outcome was designated as being "Much," "Some," or "None ." It may be argued that these terms are relative to the perception of the respondent; this is a limitation of the questionnaire .

Comments . Twenty-three respondents added comments to the information requested . These comments were helpful in adding to the information already given and are cited later in the study where pertinent .

### The French Questionnaire

The responses from superintendents using the French questionnaire were comparable to the responses in the English language questionnaire .

## II. THE PILOT STUDY

In order to discover whether the issues described were pertinent and whether the items and the response method were providing the information deemed necessary , a pilot study was undertaken with twelve school boards . These school boards were selected to provide for the variety of responses that might be expected due to geographical distribution , size of the municipality , and type of school board .

A letter was written to the superintendents of these school boards requesting their cooperation in the pilot study . Eleven superintendents replied affirmatively , and one superintendent did not reply . A questionnaire was mailed to



each of those who replied with a covering letter and a stamped self-addressed envelope. The eleven superintendents returned the questionnaire.

The interest in the study and the response to the questionnaire were encouraging. The results showed that the issues were of current importance, the response method clear, and the items informative. Because of the factual nature of the questionnaire, because the questionnaire needed no revision, and because both the pilot study and the main study took place within a two-month period in 1966, it was determined to include these results with the others.

### III. DATA GATHERING PROCEDURES

There were fifty-three cities in Canada with population of over 30,000 reported by the 1961 census. (5, pp. 162-169). Because of the amalgamation of suburban municipalities in large metropolitan areas (for example, the Montreal area), and because many cities had more than one school board (Protestant and Catholic, public and separate), the total number of school boards contacted was ninety-one.<sup>a</sup> Addresses, where obtainable, were obtained from the Directory of Administrative Officials in Public Education in Canada, (4, pp. 26-37),

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<sup>a</sup>The number ninety-one includes the twelve contacted during the pilot study. No attempt was made to contact the newly-formed regional school boards in Quebec; however, the school commissions in the cities with a population of over 30,000 were contacted.





the statistical report of L'Association des Directeurs Généraux des Etudes 1965-66 (Quebec), and the Provincial Association of Protestant Teachers (Quebec).

A letter was written to the superintendent requesting his cooperation in the study. Included with the letter were a form upon which the superintendent checked his willingness to cooperate in the study and a stamped self-addressed envelope.<sup>b</sup> Of the ninety-one superintendents contacted, eighty-two (ninety per cent) replied affirmatively; seven (eight per cent) replied negatively; and two (two per cent) did not reply.

Questionnaires with a covering letter and a stamped self-addressed envelope were mailed to the eighty-two superintendents who replied affirmatively. Seventy-seven English and five French questionnaires were mailed. Sent with the French translation was the English version of the questionnaire. Part of the reason for the small number of French questionnaires requested was the fact that where a school board had a director of English language schools, it was he who was contacted. A check on this procedure was made by sending questionnaires to both the French Director-General and the Director of English language classes of the same school board; the responses were similar.

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<sup>b</sup>All the letters written during the study followed substantially the copies found in Appendix C, but because they were individually written and in reply to specific questions raised by superintendents, the letters mailed to several superintendents varied from the copies shown.



## IV. THE SAMPLE

Eighty one school boards or eighty-nine per cent of those originally contacted returned the completed questionnaire. It was noted in regard to the returned questionnaires that, except for one of the original fifty-three cities, there was a return from at least one school board in the city. Because there is a geographical distribution of population centers, approximately two-thirds of the returns were from Ontario and Quebec. The geographical distribution of the sample is shown in Table I.

TABLE I

## GEOGRAPHICAL DISTRIBUTION OF THE SAMPLE

Areas of Canada	Number Contacted	Number Responding	Proportion
Western Provinces	21	20	.952
Ontario and Quebec	61	55	.902
Maritime Provinces	9	6	.667
Totals	91	81	.890

Data were obtained from fifty-three elected school boards with four



hundred forty members, seventeen partly elected school boards with two hundred four members, and eleven appointed school boards with one hundred seventy-four members. The elected school boards were in the Western Provinces, Ontario, and Quebec. The partly elected school boards were in Ontario and Quebec. The appointed school boards were in Ontario, Quebec, and the Maritime Provinces. The geographical distribution of the sample according to the method of selection of school board members is shown in Table II.

TABLE II

## GEOGRAPHICAL DISTRIBUTION OF THE SAMPLE BY METHOD OF SELECTION

Areas of Canada	Elected	Partly Elected	Appointed
Western Provinces	20	0	0
Ontario and Quebec	33	17	5
Maritime Provinces	0	0	6
Totals	53	17	11

The majority of the elected school boards served a pupil enrollment of under 10,000. The majority of the partly elected school boards served an enrollment of between 10,000 and 30,000 pupils. There was no pattern of size of pupil enrollment among the appointed school boards. The distribution of the sample according to the size of pupil enrollment is shown in Table III.





TABLE III

## DISTRIBUTION OF THE SAMPLE SERVING SPECIFIED PUPIL ENROLLMENTS

Pupil Enrollment	Elected		Partly Elected		Appointed	
	No.	Proportion	No.	Proportion	No.	Proportion
Less than 10,000	37	.698	2	.118	4	.364
10,000 - 30,000	11	.207	11	.647	4	.364
30,000 - 75,000	5	.094	2	.118	2	.182
More than 75,000	0	.000	2	.118	1	.091
Totals	53	.999	17	1.001	11	1.001

Not all the elected school boards operated a full program of elementary and secondary education, although the majority of them did. All the partly elected school boards operated a full program of elementary and secondary education. All but one of the appointed boards operated a full program. The distribution of the sample serving specified grade levels is shown in Table IV.

The distribution of the sample according to the size of the population in the municipality (municipalities) served appeared to show no major variations among school board types. The distribution of the sample serving specified populations is shown in Table V.

Two of the appointed school boards and one of the elected school boards were in cities with a population of over one million. Provincial legislation



TABLE IV  
DISTRIBUTION OF THE SAMPLE SERVING SPECIFIED GRADE LEVELS

Grade Levels	Elected		Partly Elected		Appointed	
	No.	Proportion	No.	Proportion	No.	Proportion
Elementary	12	.227	0	.000	0	.000
Elementary and junior high	12	.227	0	.000	0	.000
Elementary, junior and senior high	26	.489	17	1.000	10	.909
Junior and senior high	3	.057	0	.000	1	.091
Totals	53	1.000	17	1.000	11	1.000

TABLE V  
DISTRIBUTION OF THE SAMPLE SERVING SPECIFIED POPULATIONS

Population in Municipality (Municipalities) Served	Elected		Partly Elected		Appointed	
	No.	Proportion	No.	Proportion	No.	Proportion
30,000 - 100,000	33	.621	12	.706	6	.546
100,000 - 500,000	19	.359	4	.236	2	.182
500,000 - 1,000,000	0	.000	1	.059	1	.091
Over 1,000,000	1	.019	0	.000	2	.182
Totals	53	.999	17	1.001	11	1.001





has determined the method of selection of school board members, and there is no trend to the appointive method of selection in large Canadian cities.

## V. REPORTING THE DATA

The data obtained by the questionnaire are reported in Chapters Five to Eight. In recording the data obtained, the school boards were numbered as follows:

Number	1	-	53	Elected School Boards
Number	101	-	117	Partly Elected School Boards
Number	201	-	211	Appointed School Boards

Comments from these school boards are thus cited anonymously later in the study.

### Selection Methods, Liaisons, and Personal Characteristics

Chapter Eight reports the data obtained in Sections II - IV of the questionnaire. In terms of the types of school boards it reports the number of members, the terms of office, and the methods of selection; the extent to which the school boards set up liaisons with various community groups; and the personal characteristics of the school board members.

### Participation of Community Groups

The data obtained in Section V of the questionnaire are reported in Chapters Five, Six and Seven. Chapter Five deals principally with the extent



of participation by community groups; Chapter Six deals principally with the kind of participation by community groups, and Chapter Seven deals principally with the effect of participation by community groups. The data in these chapters are divided in terms of the types of community groups according to the area of school board decision-making in which the issues lay. The data are reported for each type of school board as to the community groups who participated in the solution of the issues, the kinds of participant behavior they used, and their effectiveness in influencing the outcome. The data when summarized over all the issue areas reveal the extent, kind, and effect of participation by community groups among elected, partly elected, and appointed school boards.

## VI. THE STATISTICAL TECHNIQUE

### The Proportions

Since all the issues in any area had not confronted all the school boards, the number of times that school boards reported having been confronted by issues in each area was added for each type of school board. This sum represents the total possible number of times that community groups could have participated in the solution of the issues. The number of times that community groups actually did participate in the solution of the issues was added for each type of community group. This sum represents the extent of participation by each type of community group when calculated as a proportion of the total possible number of



times that community groups could have participated in the solution of issues .  
An example of the method used to calculate the extent of participation by each type of community group is given .

Among the elected school boards there were 648 reports of issues having confronted them . Education-oriented groups participated on 284 occasions . The proportion for the extent of participation by education-oriented groups was calculated as follows:

$$\frac{284}{648} = .438$$

In calculating the over-all extent of participation among the three types of school boards , the occasions of participation by the types of community groups were added . This sum represents the over-all extent of participation when calculated as a proportion of the total possible number of times that community groups could have participated in the solution of issues . An example of the method used to calculate the over-all extent of participation is given .

Among the elected school boards there were 648 reports of issues having confronted them . Education-oriented groups participated on 284 occasions; professional educator groups on 360 occasions; business groups on 67 occasions; and the miscellaneous groups on 80 occasions . The proportion for the over-all extent of participation was calculated as follows:

$$\frac{284 + 360 + 67 + 80}{648 \times 4} = .305$$





There is a possible distortion in proportions representing the over-all extent of participation among the different types of school boards. This is caused by the fact that they are calculated from multiple observations of the same phenomena. Since the method of calculation of the over-all extent of participation did not vary among school board types, it is assumed that the effects of the inflation of results are cancelled.

The proportions for the kind and effect of participation are calculated on the number of times that community groups participated in the solution of issues. An example for the kind of participation is given.

Among the elected school boards the education-oriented groups used informing behavior on 56 of the 284 occasions when they participated; the professional educator groups on 55 of 360 occasions; the business groups on 17 of 67 occasions; and the miscellaneous groups on 4 of 80 occasions. The proportion for the use of informing behavior among the elected school boards was calculated as follows:

$$\frac{56 + 55 + 17 + 4}{284 + 360 + 67 + 80} = .167$$

#### The Test of the Significance of the Difference between Two Independent Proportions

The significance of the difference in the extent, kind, and effect of participation by community groups among the types of school boards was tested using the method of testing the significance of the difference between two independent proportions. (6, pp. 146-148).



In testing the significance of the difference between two independent proportions the data from two samples are combined to obtain a single estimate of the sample value of the proportion. The justification for combining the data from the two samples resides in the fact that in all cases where the difference between two proportions is tested, the null hypothesis is assumed. This hypothesis states that there is no difference between the population proportions.

Because the null hypothesis is assumed, an estimate of the proportion based on the data combined for the two samples may be used. To test the difference between two proportions the observed difference between the two proportions is divided by the estimate of the standard error of the difference to obtain the value "z." The value "z" may be interpreted as a deviate of the unit normal curve if the number in the samples are large and the proportion values of the samples are neither very large nor very small. Values of 1.96 and 2.58 are required for significance at the .05 and .01 levels.

## VII. SUMMARY

This chapter has presented the research methodology used in the investigation. A discussion of the rationale for the choice of the questionnaire material was followed by the description of the sample from whom data were obtained. The method of reporting the data was outlined. The chapter concluded with a presentation of the statistical technique used to analyze the data.





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## CHAPTER V

### THE EXTENT OF PARTICIPATION BY COMMUNITY GROUPS

The findings regarding the extent of participation by community groups in school board decision-making are reported in this chapter. They are divided according to the different types of community groups who participated in decision-making with each type of school board. For each of the different types of community groups they are further sub-divided into the areas of school board decision-making. The relationships between the types of school boards and the extent of participation by community groups are presented.

#### I. THE EDUCATION-ORIENTED GROUPS

Education-oriented groups participated in forty-four per cent of the issues confronting elected school boards, forty-one percent of the issues confronting partly elected school boards, and twenty-nine percent of the issues confronting appointed school boards. The extent of participation by education-oriented groups in school board decision-making is shown in Table VI.

With the elected school boards the area in which the education-oriented groups showed the greatest participation was the instructional program where they participated fifty-nine per cent of the times that elected school boards



TABLE VI

## EXTENT OF PARTICIPATION BY EDUCATION-ORIENTED GROUPS IN SCHOOL BOARD DECISION-MAKING

Issue Areas	Elected		Partly Elected		Appointed		Total	
	No. <sup>a</sup>	Part. <sup>b</sup> Prop. <sup>c</sup>	No. <sup>a</sup>	Part. <sup>b</sup> Prop. <sup>c</sup>	No. <sup>a</sup>	Part. <sup>b</sup> Prop. <sup>c</sup>	No. <sup>a</sup>	Part. <sup>b</sup> Prop. <sup>c</sup>
Instructional Program	138	82 .594	43	23 .535	31	13 .420	212	118 .557
Student Personnel	115	55 .478	31	10 .323	25	6 .240	171	71 .415
Staff Personnel	107	26 .243	30	7 .233	23	7 .304	160	40 .250
Physical Facilities	109	47 .431	40	13 .325	25	9 .360	174	69 .397
Financing and Expenditures	84	27 .321	23	9 .391	18	3 .167	125	39 .312
Community Relations	95	47 .495	27	17 .630	23	4 .174	145	68 .469
Totals	648	284 .438	194	79 .407	145	42 .290	987	405 .410

<sup>a</sup>Number of times that school boards reported having been confronted by issues.<sup>b</sup>Number of times that education-oriented groups participated in the solution of issues.<sup>c</sup>Proportion represents the extent of participation calculated  $\frac{\text{Part.}}{\text{No.}}$ .





reported having been confronted by these issues. The extent of participation in the area of relations with the community was fifty per cent. The area of student personnel involved them in forty-eight per cent of the issues, and the area of physical facilities involved them in forty-three per cent of the issues. Less frequent was their participation in issues in the areas of financing and expenditures and staff personnel, being thirty-two per cent and twenty-four per cent respectively.

With the partly elected school boards the area in which the education-oriented groups showed the greatest participation was relations with the community where they participated in sixty-three per cent of the issues that confronted these school boards. They participated fifty-four per cent of the times that the partly elected school boards reported having been confronted by issues in the area of the instructional program. The area of financing and expenditures involved them in thirty-nine per cent of the issues. The area of physical facilities involved them in thirty-three per cent of the issues, and the area of student personnel involved them in thirty-two per cent of the issues. Less frequent was their participation in issues in the area of staff personnel, being twenty-three per cent.

With the appointed school boards the areas of the instructional program and physical facilities were the greatest interests of the education-oriented groups, and they participated in forty-two per cent and thirty-six per cent



respectively of the issues in these areas. The area of staff personnel involved them in thirty per cent of the issues. They participated in twenty-four per cent of the issues in the area of student personnel. Least frequent was their participation in the areas of relations with the community and financing and expenditures, being seventeen per cent in both areas.

The patterns of participation by the education-oriented groups differed from issue area to issue area among the different types of school boards. The most striking difference occurred between the partly elected and the appointed school boards in the area of relations with the community. The most frequent participation by the education-oriented groups occurred in this area with the partly elected boards; it was one of the areas in which the education-oriented groups showed the least frequent participation with the appointed school boards.

For the three types of school boards combined, the education-oriented groups showed the greatest extent of participation in the area of the instructional program, participating in fifty-six per cent of these issues. Relations with the community was an area in which they were involved in forty-seven per cent of the issues. Participation was less frequent in the areas of student personnel and physical facilities, being forty-two per cent and forty per cent respectively. Least frequent participation occurred in the areas of financing and expenditures and staff personnel, being thirty-one per cent and twenty-five per cent respectively.





## II. THE PROFESSIONAL EDUCATOR GROUPS

Professional educator groups participated in fifty-six per cent of the issues confronting elected school boards, sixty-four per cent of the issues confronting partly elected school boards, and sixty-three per cent of the issues confronting appointed school boards. The extent of participation by professional educator groups in school board decision-making is shown in Table VII.

With the elected school boards the strongest participation by the professional educator groups occurred in the areas of staff personnel and physical facilities, where they participated in sixty-eight per cent and sixty-five per cent of the issues confronting these boards. The area of the instructional program involved them in fifty-seven per cent of the issues; the area of relations with the community involved them in fifty-four per cent of the issues; and the area of student personnel involved them in fifty-two per cent of the issues. Much less frequent was their participation in the area of financing and expenditures, occurring only thirty-two per cent of the times that elected school boards were confronted by these issues.

With the partly elected school boards the professional educator groups participated most strongly in the areas of relations with the community and staff personnel, becoming involved in seventy-four per cent and seventy per cent of these issues respectively. Also strong was their interest in the areas of physical facilities and the instructional program where they participated in



sixty-eight per cent and sixty-five per cent of these issues respectively. They participated in fifty-eight per cent of the issues in the area of student personnel. Least frequent, but still relatively strong, was their participation in the area of financing and expenditures where they participated in forty-eight per cent of the issues.

A very strong participation by the professional educator groups with the appointed school boards in the area of staff personnel was revealed. They became involved in eighty-seven per cent of the issues in this area. Both the area of physical facilities and the area of the instructional program interested them, and they became involved in sixty-eight per cent of the issues in each of these areas. They participated in sixty-four per cent of the issues in the area of student personnel. Less frequent was their participation in issues in the area of relations with the community, being forty-eight per cent. Participation was least frequent in the area of financing and expenditures, where they participated in only thirty-three per cent of the issues.

The patterns of participation by the professional educator groups differed from issue area to issue area among the different types of school boards. The difference that occurred between the partly elected and the appointed school boards with the education-oriented groups in the area of relations with the community was repeated with the professional educator groups. The most frequent participation by the professional educator groups with the partly





TABLE VII

## EXTENT OF PARTICIPATION BY PROFESSIONAL EDUCATOR GROUPS IN SCHOOL BOARD DECISION-MAKING

Issue Areas	Elected		Partly Elected		Appointed		Total	
	No. <sup>a</sup>	Part. <sup>b</sup>	No. <sup>a</sup>	Part. <sup>b</sup>	No. <sup>a</sup>	Part. <sup>b</sup>	No. <sup>a</sup>	Part. <sup>b</sup>
Instructional Program	138	78	43	28	31	21	212	127
Student Personnel	115	60	31	18	25	16	171	94
Staff Personnel	107	73	30	21	23	20	160	114
Physical Facilities	109	71	40	27	25	17	174	115
Financing and Expenditures	84	27	23	11	18	6	125	44
Community Relations	95	51	27	20	23	11	145	82
Totals	648	360	194	125	145	91	987	576

<sup>a</sup>Number of times that school boards reported having been confronted by issues.<sup>b</sup>Number of times that professional educator groups participated in the solution of issues.<sup>c</sup>Proportion represents the extent of participation calculated  $\frac{\text{Part.}}{\text{No.}}$ .





elected school boards occurred in the area of relations with the community; it was one of the areas in which the professional educator groups showed the least frequent participation with the appointed school boards.

For the three types of school boards combined, the professional educator groups showed strong patterns of participation in all the issue areas except financing and expenditures. The area of staff personnel was the area in which they participated most strongly, but in each of the other areas except financing and expenditures they became involved in more than fifty per cent of the issues.

### III. THE BUSINESS GROUPS

Business groups participated in ten per cent of the issues confronting elected school boards, twenty-five per cent of the issues confronting partly elected school boards, and fifteen per cent of the issues confronting appointed school boards. The extent of participation by business groups in school board decision-making is shown in Table VIII.

With the elected school boards business groups participated most frequently in the area of financing and expenditures, participating in twenty per cent of these issues. They were participants in eighteen per cent of the issues in the area of relations with the community and in thirteen per cent of the issues in the area of physical facilities. Quite infrequently they



TABLE VIII

## EXTENT OF PARTICIPATION BY BUSINESS GROUPS IN SCHOOL BOARD DECISION-MAKING

Issue Areas	Elected		Partly Elected		Appointed		Total	
	No. <sup>a</sup>	Part. <sup>b</sup>	No. <sup>a</sup>	Part. <sup>b</sup>	No. <sup>a</sup>	Part. <sup>b</sup>	No. <sup>a</sup>	Part. <sup>b</sup>
Instructional Program	138	8	43	13	31	4	212	25
Student Personnel	115	7	31	2	25	2	171	11
Staff Personnel	107	4	30	3	23	1	160	8
Physical Facilities	109	14	40	9	25	2	174	25
Financing and Expenditures	84	17	23	12	18	7	125	36
Community Relations	95	17	27	9	23	6	145	32
Totals	648	67	194	48	145	22	987	137

<sup>a</sup>Number of times that school boards reported having been confronted by issues.

<sup>b</sup>Number of times that business groups participated in the solution of issues.

<sup>c</sup>Proportion represents the extent of participation calculated  $\frac{\text{Part.}}{\text{No.}}$ .





participated in issues in the areas of student personnel, the instructional program, and staff personnel, being approximately five per cent in each area.

With the partly elected school boards a strong participation by the business groups in the area of financing and expenditures was revealed. They participated in fifty-two per cent of the issues in this area. Participation was relatively frequent in the areas of relations with the community and the instructional program, where they participated in thirty-three per cent and thirty per cent of these issues. They were participants in twenty-three per cent of the issues in the area of physical facilities. The areas of staff personnel and student personnel involved them least frequently and they participated in ten per cent and seven per cent of these issues respectively.

With the appointed school boards business groups participated most frequently in the area of financing and expenditures, participating in thirty-nine per cent of these issues. They were participants in twenty-six per cent of the issues in the area of relations with the community. Less frequent was their participation in the area of the instructional program where they participated in thirteen per cent of these issues. Both the area of student personnel and the area of physical facilities involved them in eight per cent of the issues. They were infrequent participants in the area of staff personnel, participating in only four per cent of the issues.



In each of the three types of school boards the area of financing and expenditures was the strongest interest of the business groups. Their very strong participation in this area among the partly elected school boards was noted. Also, in each of the three types of school boards, the next strongest pattern of participation occurred in the area of relations with the community, again with strong participation by them among the partly elected school boards. Both the area of student personnel and the area of staff personnel revealed weak participation by the business groups with each of the three types of school boards.

For the three types of school boards combined, the business groups showed the strongest pattern of participation in the area of financing and expenditures, being participants in twenty-nine per cent of these issues. Comparatively frequent was their participation in the area of relations with the community, where they became involved in twenty-two per cent of the issues. They were participants in fourteen per cent of the issues in the area of physical facilities and in twelve per cent of the issues in the area of the instructional program. They showed the least involvement in the areas of student personnel and staff personnel, participating in only six per cent and five per cent of these issues respectively.

#### IV. THE MISCELLANEOUS OR SPECIAL INTEREST GROUPS

The miscellaneous groups participated in twelve per cent of the issues confronting elected school boards, thirteen per cent of the issues confronting





partly elected school boards, and seven per cent of the issues confronting appointed school boards. The extent of participation by miscellaneous or special interest groups is shown in Table IX.

When the miscellaneous or special interest groups participated in school board decision-making, the respondent designated what the miscellaneous group represented. The majority of these groups were of a temporary nature. They were composed of parents who had a special concern in certain issues, such as specialized instruction and school attendance areas. Many of the respondents designated these groups as ad hoc parent groups. They appeared to have no affiliation with Parent-Teacher Associations or Home and School Associations. Rarely did the respondent designate the miscellaneous groups as being religiously-affiliated associations, ethnic associations, civic organizations, fraternal clubs, or trade unions. On the infrequent occasions when these permanent organizations participated in school board decision-making, their concern was not with issues in the instructional program, but with issues such as the use of school premises or the use of pupils for out-of-school activities.

With the elected school boards, the miscellaneous or special interest groups revealed similar patterns of participation in the areas of student personnel, physical facilities, community relations, and the instructional program. They were participants in approximately fifteen per cent of the issues in each of these areas. They were infrequent participants in the area of





TABLE IX

EXTENT OF PARTICIPATION BY MISCELLANEOUS OR SPECIAL INTEREST GROUPS  
IN SCHOOL BOARD DECISION MAKING.

Issue Areas	Elected			Partly Elected			Appointed			Total		
	No. <sup>a</sup>	Part. <sup>b</sup>	Prop. <sup>c</sup>	No. <sup>a</sup>	Part. <sup>b</sup>	Prop. <sup>c</sup>	No. <sup>a</sup>	Part. <sup>b</sup>	Prop. <sup>c</sup>	No. <sup>a</sup>	Part. <sup>b</sup>	Prop. <sup>c</sup>
Instructional Program	138	18	.130	43	6	.140	31	2	.065	212	26	.123
Student Personnel	115	17	.148	31	7	.226	25	1	.040	171	25	.146
Staff Personnel	107	8	.075	30	2	.067	23	1	.043	160	11	.069
Physical Facilities	109	16	.147	40	6	.150	25	1	.040	174	23	.132
Financing and Expenditures	84	8	.096	23	3	.130	18	1	.056	125	12	.096
Community Relations	95	13	.137	27	1	.037	23	4	.174	145	18	.124
Totals	648	80	.124	194	25	.129	145	10	.069	987	115	.113

<sup>a</sup> Number of times that school boards reported having been confronted by issues.

<sup>b</sup> Number of times that miscellaneous or special interest groups participated in the solution of issues.

<sup>c</sup> Proportion represents the extent of participation calculated  $\frac{\text{Part.}}{\text{No.}}$ .



financing and expenditures, participating in only ten per cent of these issues. The least frequent participation occurred in the area of staff personnel where they participated in eight per cent of these issues.

A relatively strong pattern of participation was revealed by the miscellaneous or special interest groups in the area of student personnel with the partly elected school boards, where they participated in twenty-three per cent of these issues. The areas of the instructional program, physical facilities, and financing and expenditures involved them in approximately fifteen per cent of the issues. Least frequent participation occurred in the areas of staff personnel and relations with the community, being seven per cent and four per cent respectively.

With the appointed school boards the miscellaneous or special interest groups participated most strongly in the area of relations with the community where they were involved in seventeen per cent of the issues. A weak pattern of participation was revealed by them in each of the other areas of school board decision-making where they participated in approximately five per cent of the issues.

The difference in the pattern of participation by the education-oriented groups and the professional educator groups in the area of relations with the community between the partly elected and the appointed school boards is reversed for the miscellaneous or special interest groups. As was noted





previously, the education-oriented groups and the professional educator groups were strong participants in this area with the partly elected boards and weak participants with the appointed boards. The most frequent participation by the miscellaneous groups with the appointed boards occurred in the area of relations with the community; it was the area in which the miscellaneous groups showed the least frequent participation with the partly elected school boards.

For the three types of school boards combined, the miscellaneous or special interest groups showed their strongest involvement in the area of student personnel, participating in fifteen per cent of the issues. Relations with the community, physical facilities, and the instructional program were areas in which they participated in approximately twelve per cent of the issues. Least frequent participation occurred in the areas of financing and expenditures and staff personnel where they were participants in ten per cent and seven per cent of these issues respectively.

## V. THE RELATIONSHIP BETWEEN THE TYPES OF COMMUNITY GROUPS WHO PARTICIPATE AND THE TYPES OF SCHOOL BOARDS

The relationship between the type of school board and the types of community groups who participate in school board decision-making is shown in Table X.

In all types of school boards the professional educator groups were the most frequent participants in educational decisions. The differences between



TABLE X

EXTENT OF PARTICIPATION BY TYPES OF COMMUNITY GROUPS REPORTED  
IN PROPORTIONS AND THE SIGNIFICANCE BY THE  
DIFFERENCE BETWEEN SCHOOL BOARD TYPES

Community Groups	Proportion by School Board Type			Significance z
	Elected	Partly Elected	Appointed	
Education-Oriented	.438	.407	----	0.76
	.438	----	.290	3.15 <sup>a</sup>
	----	.407	.290	2.25 <sup>b</sup>
Professional Educator	.556	.644	----	2.15 <sup>b</sup>
	.556	----	.628	1.53
	----	.644	.628	0.30
Business	.103	.247	----	5.14 <sup>a</sup>
	.103	----	.152	1.63 <sup>b</sup>
	----	.247	.152	2.16 <sup>b</sup>
Miscellaneous	.124	.129	----	0.18
	.124	----	.069	1.83
	----	.129	.069	1.81

<sup>a</sup>Significant at the .01 level.

<sup>b</sup>Significant at the .05 level.



the types of school boards as to the extent of participation by the professional educator groups were significant at the .05 level between the partly elected and the elected boards, but were not significant between the appointed and the elected boards or between the appointed and the partly elected boards.

The frequency with which the professional educator groups participated in school board decision-making was mentioned in the comments of several superintendents. The superintendent of elected school board #13 wrote:

The Board has no policy of asking the advice of any organized community groups outside the school organization itself. The Principals Association is almost a functional part of the Board.

The competence of the teaching personnel to formulate policies that were acceptable to the school board and the public was frequently remarked upon. Discussing the issue of reporting pupil progress to parents, the superintendent of elected school board #3 commented:

It worked out from groups of teachers under direction, who formed study groups, produced a new form of report, tested it in various parts of the city, acquainted several sets of parents with it, amended it, and then promulgated the final product.

The professional educator groups often participated on a formally constituted basis, for example, a curriculum council. The superintendent of appointed school board #201 reported:

The Curriculum Council studies any phase of the educational program regarding which it wishes to offer recommendations. . . . This Council is completely representative of all levels of the Board's staff on the educational side. . . . The teaching staff regards the Curriculum Council as a demonstration of democratic





cooperation as membership on the Council is determined by teacher representative groups apart from a permanent group of ( the ) Board's administrative personnel .

The participation of the education-oriented groups was greater with the elected school boards than with the other types of school boards . Between the elected school boards and the partly elected school boards the observed difference in the participation by the education-oriented groups did not reach significance . However , between the elected and the appointed school boards it reached significance at the .01 level . It was significant at the .05 level between the partly elected and the appointed school boards with the education-oriented groups participating more frequently in decision-making with the partly elected school boards than with the appointed school boards .

A comment concerning the participation of the education-oriented groups was made by the superintendent of elected school board #11 who wrote , "Active parent teacher associations deal extensively with the school curriculum at the local level ." Another comment was made by the superintendent of appointed school board #208 who reported:

Petitions from citizens' and professional groups , primarily the Home and School Associations and the Teachers' Professional organizations are heard respectfully on any subject on request . The number of such requests have always been small , indicating , we hope , a general public feeling that the Board and its advisors are facing present challenges in education in a competent and responsible manner .

Business groups , though less frequent participants than the professional educator groups and the education-oriented groups , did participate significantly



to a greater extent with the partly elected school boards than with the elected and the appointed school boards. The difference in their participation between the partly elected and the elected boards was highly significant. The difference between the partly elected and the appointed boards was significant at the .05 level.

An explanation for the significance of the participation by the business groups among the partly elected school boards may be that the majority of the partly elected school boards were in Ontario where many of the boards had an Advisory Vocational Council with representatives from business and industry advising the board members and the professional staff concerning vocational education in the high schools.

The miscellaneous or special interest groups were less frequent participants with the partly elected and the appointed school boards than the business groups, but they participated more frequently than the business groups among the elected school boards. Among all three types of school boards the differences in the extent of their participation were not significant.

The most active in participation were interested parents, small groups who did not represent permanent organizations, such as area residents, parents of exceptional children, or parents with a special concern for bilingual, religious, or non-sectarian education. What stood out about these miscellaneous groups was the infrequency of participation by the trade unions, the religiously-





affiliated groups, and the ethnic associations. Rarely was the participation by the religiously-affiliated associations and the ethnic associations directed at issues in the instructional program. It may be that the present situation regarding religious, language, and cultural education satisfies the special interests of these formal organizations.

## VI. THE RELATIONSHIP BETWEEN COMMUNITY PARTICIPATION AND THE TYPES OF SCHOOL BOARDS

This study sought the answer to the question: Is there a relationship between the type of school board, elected, partly elected, and appointed, and the extent to which community groups participate in school board decision-making?

In order to calculate the proportions for the over-all extent of participation for each of the types of school boards, the number of times that community groups participated in the solution of issues confronting the type of school board was divided by the total possible number of times they could have participated. As mentioned previously (see p. 74), these proportions possibly are inflated because they include multiple observations of the same phenomena; however, since the method of calculating them remains constant, it is assumed that the effects of the distortion are cancelled.

The extent of participation among the elected school boards thus was calculated as follows:



$$\frac{284 + 360 + 67 + 80}{648 \times 4} = .305$$

The extent of participation among the partly elected school boards was calculated as follows:

$$\frac{79 + 125 + 48 + 25}{194 \times 4} = .357$$

The extent of participation among the appointed school boards was calculated as follows:

$$\frac{42 + 91 + 22 + 10}{145 \times 4} = .285$$

The findings revealed that school boards did differ in the extent of participation by community groups in educational issues among the different types of school boards. The findings are shown in Table XI.

TABLE XI

EXTENT OF PARTICIPATION BY COMMUNITY GROUPS REPORTED IN PROPORTIONS AND THE SIGNIFICANCE OF THE DIFFERENCE BETWEEN SCHOOL BOARD TYPES

Elected	Partly Elected	Appointed	Significance z
.305	.357	----	2.48 <sup>b</sup>
.305	----	.285	0.95
----	.357	.285	2.96 <sup>a</sup>

<sup>a</sup>Significant at the .01 level.

<sup>b</sup>Significant at the .05 level.



The partly elected school boards were associated with a greater extent of participation by community groups than were the other types of school boards. The difference in the extent of participation by community groups between the partly elected and the elected boards was significant at the .05 level and between the partly elected and the appointed boards at the .01 level. The difference in the extent of participation by community groups between the elected and the appointed boards was not significant.

Comments regarding the extent of participation were made by several superintendents. The superintendent of elected school board #38 wrote:

Generally speaking, it is difficult to get assistance from the public to solve issues. The Board attempts to get the "feel" of the public and the facts from the Administration and action is taken.

The high power position of the superintendent and his administrative staff was frequently remarked upon. This was true for all types of school boards. A comment came from the superintendent of appointed school board #208: "The School Board relies for advice primarily from its professional staff, i.e., superintendent, etc."

Many superintendents interpreted the low incidence of participation as a sign that the policies adopted by the school board on the recommendation of the administrative staff were meeting the needs of the community. The superintendent of partly elected school board #110 wrote:

... there has been little active pressure from or even liaison with community groups. Perhaps this is an indication that the citizens of the community are relatively well-satisfied with the policies of the Board ... .





## VII. SUMMARY

There was a greater extent of participation by community groups in the decision-making process with the partly elected school boards than with the elected or the appointed school boards. The least extent of participation occurred with the appointed school boards. The difference in the extent of participation between the partly elected and the elected boards was significant at the .05 level, and the difference in the extent of participation between the partly elected and the appointed boards was significant at the .01 level. The difference in the extent of participation between the appointed boards and the elected boards was not significant.

The professional educator groups participated most frequently in the decision-making process; they participated more frequently than other community groups with all types of school boards. There was a significant difference at the .05 level between the partly elected boards and the elected boards. There was no significant difference in the extent of their participation between the partly elected and the appointed boards or between the appointed and the elected boards. Their pattern of participation was strong over all issues confronting school boards except those issues in the area of financing and expenditures.

Education-oriented groups were the next most frequent participants. The differences in the extent of their participation were significant at the .01



level between the elected and the appointed school boards and at the .05 level between the partly elected and the appointed school boards. Their pattern of participation was not strong over all issues, showing the highest incidence in the issue area of the instructional program.

The differences in the extent of participation by the business groups were significant at the .01 level between the partly elected and the elected school boards and at the .05 level between the partly elected and the appointed school boards. The greater extent of participation by the business groups with the partly elected school boards appeared to be due to provincial provisions rather than to the method of selection of school board members. Their pattern of participation was strongest in the issue area of financing and expenditures.

The differences in the extent of participation by the miscellaneous groups were not significant among the three types of school boards. Their pattern of participation was strongest in the issue area of student personnel.





## CHAPTER VI

### THE KIND OF PARTICIPATION BY COMMUNITY GROUPS

The findings regarding the kind of participation in school board decision-making are presented in this chapter. They are divided according to the different types of community groups who participated in decision-making with each type of school board. For each of the different types of community groups they are further subdivided into the areas of school board decision-making. The relationships between the types of school boards and the kinds of participation by community groups are presented, as well as the relationships between the types of community groups who participated and the participant behavior they used.

#### I. THE EDUCATION-ORIENTED GROUPS

The kind of participant behavior used by the education-oriented groups in school board decision-making is shown in Table XII.

When the education-oriented groups participated in school board decision-making with the elected school boards, they used recommending behavior in forty-five per cent of the incidents, urging behavior in thirty-five per cent of the incidents, and informing behavior in twenty per cent of



TABLE XII

KIND OF PARTICIPANT BEHAVIOR USED BY EDUCATION-ORIENTED GROUPS IN SCHOOL  
BOARD DECISION-MAKING

Issue Areas	Behaviors	Elected		Partly Elected		Appointed		Totals	
		No.	Prop.	No.	Prop.	No.	Prop.	No.	Prop.
Instructional Program	Informing	13	.159	2	.087	1	.077	16	.136
	Recommending	34	.415	17	.739	3	.231	54	.458
	Urging	35	.427	4	.174	9	.692	48	.406
Student Personnel	Informing	10	.182	6	.600	0	.000	16	.225
	Recommending	25	.455	2	.200	2	.333	29	.408
	Urging	20	.364	2	.200	4	.667	26	.366
Staff Personnel	Informing	4	.154	2	.286	2	.286	8	.200
	Recommending	13	.500	4	.571	1	.143	18	.450
	Urging	9	.346	1	.143	4	.571	14	.350
Physical Facilities	Informing	14	.298	9	.692	3	.333	26	.377
	Recommending	17	.362	3	.231	4	.444	24	.348
	Urging	16	.340	1	.077	2	.222	19	.275
Financing and Expenditures	Informing	5	.185	6	.667	1	.333	12	.308
	Recommending	14	.518	3	.333	1	.333	18	.462
	Urging	8	.296	0	.000	1	.333	9	.231
Community Relations	Informing	10	.213	7	.412	1	.250	18	.265
	Recommending	25	.532	7	.412	2	.500	34	.500
	Urging	12	.255	3	.176	1	.250	16	.235
Totals	Informing	56	.197	32	.405	8	.190	96	.237
	Recommending	128	.451	36	.456	13	.310	177	.437
	Urging	100	.352	11	.139	21	.500	132	.326





the incidents. Recommending behavior was the preferred mode of participant behavior in all the issue areas except the area of the instructional program where urging behavior was used more frequently. Urging behavior was the next most frequently used behavior in all the issue areas except, as mentioned previously, the area of the instructional program. Informing behavior was used relatively infrequently, except in the issue area of physical facilities where the three kinds of participant behavior were used with almost equal frequency.

With the partly elected school boards the pattern of participant behavior of the education-oriented groups differed markedly from the pattern revealed among both the elected and the appointed school boards. Recommending behavior was the most used behavior with the partly elected boards, being used in forty-six per cent of the incidents when they participated in the solution of issues; however, the next most frequently used behavior was informing and they used informing behavior in forty-one per cent of the incidents. Relatively infrequently was urging behavior used, occurring in only fourteen per cent of the incidents. A strong use of recommending behavior was noted in the areas of the instructional program and staff personnel. Informing behavior was used most frequently in the areas of physical facilities, financing and expenditures, and student personnel. Informing behavior and recommending behavior were used equally frequently in the area of relations with the community. Urging





behavior was the least frequently used behavior with the partly elected boards in all the issue areas .

The pattern of participant behavior of the education-oriented groups with the appointed school boards showed a much stronger use of urging behavior than occurred with either the elected or the partly elected boards . Urging behavior was used by the education-oriented groups in fifty per cent of the incidents when they participated . The next most frequently used behavior was recommending , which occurred in thirty-one per cent of their participation . Informing behavior was used relatively infrequently , occurring in only nineteen per cent of the incidents . Urging behavior was the principal manner of making their views known to the appointed school boards in the issue areas of the instructional program , student personnel , and staff personnel . The three kinds of participant behavior were used with equal frequency in the issue area of financing and expenditures . In the issue areas of physical facilities and relations with the community the education-oriented groups used recommending behavior more frequently than other behaviors . In none of the issue areas was informing behavior the most frequently used behavior .

For the three types of school boards combined , recommending behavior was used most frequently in all the issue areas except the area of physical facilities , where the use of informing behavior exceeded the use of recommending behavior . Urging behavior was the next most frequently used behavior in the



areas of the instructional program, student personnel, and staff personnel.

The use of informing behavior exceeded the use of urging behavior in the issue areas of financing and expenditures and relations with the community.

## II. THE PROFESSIONAL EDUCATOR GROUPS

The kind of participant behavior used by the professional educator groups is shown in Table XIII.

With the elected school boards the professional educator groups used recommending behavior on fifty-eight per cent of the occasions when they participated in decision-making, urging behavior on twenty-six per cent of the occasions when they participated, and informing behavior on fifteen per cent of the occasions when they participated. Making recommendations was the principal method of making their views known to the elected school boards in the issue areas of financing and expenditures, the instructional program, student personnel, relations with the community, and physical facilities. Only in the area of staff personnel was urging behavior the most frequently used behavior. Informing behavior was the least frequently used behavior in the issue areas of student personnel, staff personnel, and physical facilities. In the area of financing and expenditures the professional educator groups used informing and urging behavior equally infrequently.





TABLE XIII

KIND OF PARTICIPANT BEHAVIOR USED BY PROFESSIONAL EDUCATOR GROUPS  
IN SCHOOL BOARD DECISION-MAKING

Issue Areas	Behaviors	Elected		Partly Elected		Appointed		Totals	
		No.	Prop.	No.	Prop.	No.	Prop.	No.	Prop.
Instructional Program	Informing	14	.179	3	.107	6	.286	23	.181
	Recommending	54	.692	24	.857	12	.571	90	.709
	Urging	10	.128	1	.036	3	.143	14	.110
Student Personnel	Informing	9	.150	7	.389	4	.250	20	.213
	Recommending	38	.633	10	.555	10	.625	58	.617
	Urging	13	.217	1	.056	2	.125	16	.170
Staff Personnel	Informing	3	.041	3	.143	2	.100	8	.070
	Recommending	24	.329	9	.429	11	.550	44	.386
	Urging	46	.630	9	.429	7	.350	62	.544
Physical Facilities	Informing	13	.183	9	.333	3	.176	25	.217
	Recommending	41	.577	17	.630	9	.529	67	.583
	Urging	17	.239	1	.037	5	.294	23	.200
Financing and Expenditures	Informing	3	.111	7	.636	1	.167	11	.250
	Recommending	21	.778	3	.273	3	.500	27	.614
	Urging	3	.111	1	.091	2	.333	6	.136
Community Relations	Informing	13	.255	9	.450	0	.000	22	.268
	Recommending	32	.627	11	.550	10	.909	53	.646
	Urging	6	.118	0	.000	1	.091	7	.085
Totals	Informing	55	.153	38	.304	16	.177	109	.189
	Recommending	210	.583	74	.592	55	.604	339	.589
	Urging	95	.264	13	.104	20	.220	128	.222



When the professional educator groups participated in decision-making with the partly elected school boards, they used recommending behavior on fifty-nine per cent of the occasions, informing behavior on thirty per cent of the occasions, and urging behavior on ten per cent of the occasions. Recommending behavior was the most frequently used behavior in the issue areas of the instructional program, student personnel, physical facilities, and relations with the community. In the area of staff personnel recommending and urging behavior were used with equal frequency. The professional educator groups used informing behavior most frequently in the area of financing and expenditures. Urging behavior was the least frequently used behavior in all the issue areas except, as mentioned previously, the area of staff personnel.

With the appointed school boards the professional educator groups used recommending behavior on sixty per cent of the occasions when they participated in decision-making, urging behavior on twenty-two per cent of the occasions, and informing behavior on eighteen per cent of the occasions. In all the issue areas the professional educator groups used recommending behavior more frequently than they used either informing or urging behavior. Informing behavior was the least frequently used behavior in the issue areas of relations with the community, staff personnel, physical facilities, and financing and expenditures. Urging behavior was the least frequently used behavior in the issue areas of the instructional program and student personnel.





For the three types of school boards combined, the professional educator groups showed a strong use of recommending behavior, using it on fifty-nine per cent of the occasions when they participated. Both urging and informing behavior were used relatively infrequently, the former being used on twenty-two per cent of the occasions and the latter on nineteen per cent of the occasions. Only in the issue area of staff personnel did the use of urging behavior exceed the use of recommending behavior; otherwise, urging behavior was the least frequently used behavior in each of the issue areas.

The pattern of participant behavior of the professional educator groups revealed a similarity among the school board types in the use of recommending behavior. However, where the professional educator groups used urging behavior as their next most frequently used behavior with the elected and the appointed boards, they used urging behavior quite infrequently with the partly elected boards.

### III. THE BUSINESS GROUPS

The kind of participant behavior used by the business groups in school board decision-making is shown in Table XIV.

With the elected school boards the business groups used recommending behavior on sixty per cent of the occasions when they participated, informing behavior on twenty-five per cent of the occasions when they participated, and





TABLE XIV

KIND OF PARTICIPANT BEHAVIOR USED BY BUSINESS GROUPS IN SCHOOL BOARD  
DECISION-MAKING

Issue Areas	Behaviors	Elected		Partly Elected		Appointed		Totals	
		No.	Prop.	No.	Prop.	No.	Prop.	No.	Prop.
Instructional Program	Informing	2	.250	4	.308	0	.000	6	.240
	Recommending	5	.625	9	.692	3	.750	17	.680
	Urging	1	.125	0	.000	1	.250	2	.080
Student Personnel	Informing	1	.143	1	.500	0	.000	2	.182
	Recommending	3	.429	0	.000	1	.500	4	.364
	Urging	3	.429	1	.500	1	.500	5	.455
Staff Personnel	Informing	3	.750	2	.667	0	.000	5	.625
	Recommending	1	.250	1	.333	1	1.000	3	.375
	Urging	0	.000	0	.000	0	.000	0	.000
Physical Facilities	Informing	4	.286	6	.667	0	.000	10	.400
	Recommending	10	.714	3	.333	2	1.000	15	.600
	Urging	0	.000	0	.000	0	.000	0	.000
Financing and Expenditures	Informing	4	.235	6	.500	2	.286	12	.333
	Recommending	11	.647	6	.500	2	.286	19	.528
	Urging	2	.118	0	.000	3	.429	5	.139
Community Relations	Informing	3	.176	3	.333	0	.000	6	.188
	Recommending	10	.588	4	.444	4	.667	18	.563
	Urging	4	.235	2	.222	2	.333	8	.250
Totals	Informing	17	.254	22	.458	2	.091	41	.299
	Recommending	40	.597	23	.479	13	.590	76	.555
	Urging	10	.149	3	.063	7	.318	20	.146



urging behavior on fifteen per cent of the occasions when they participated. Recommending behavior was the most frequently used behavior in the issue areas of the instructional program, physical facilities, financing and expenditures, and relations with the community. Both recommending and urging behavior were used with equal frequency in the issue area of student personnel. In the area of staff personnel informing behavior was used more frequently than the other behaviors. Urging behavior was the least frequently used behavior in all the issue areas except student personnel and relations with the community.

With the partly elected school boards the business groups used recommending behavior on forty-eight per cent of the occasions when they participated, informing behavior on forty-six per cent of the occasions when they participated, and urging behavior on only six per cent of the occasions when they participated. Recommending behavior was the most frequently used behavior in the issue areas of the instructional program and relations with the community. Informing behavior was used most frequently in the issue areas of staff personnel and physical facilities. Both informing and recommending behavior were used with equal frequency in the issue area of financing and expenditures. Both informing and urging behavior were used equally frequently in the issue area of student personnel. Urging behavior was the least frequently used behavior in the issue area of relations with the community, and was not used in any of the issues of the instructional program, staff personnel, physical facilities, and financing and expenditures.





With the appointed school boards the business groups used recommending behavior on fifty-nine per cent of the occasions when they participated, urging behavior on thirty-two per cent of the occasions when they participated, and informing behavior on only nine per cent of the occasions when they participated. Recommending behavior was the most frequently used behavior in the issue areas of the instructional program, staff personnel, physical facilities, and relations with the community. Urging behavior was used most frequently in the issue area of financing and expenditures. Both recommending and urging behavior were used with equal frequency in the issue area of student personnel. Informing behavior was not used in any of the issues of the instructional program, student personnel, staff personnel, physical facilities, and relations with the community. Urging behavior was not used in any of the issues of staff personnel and physical facilities.

For the three types of school boards combined, the business groups used recommending behavior as the main method of making their views known to school boards in the issue areas of the instructional program, physical facilities, financing and expenditures, and relations with the community. Urging behavior was the principally used behavior in the area of student personnel, and informing behavior was the most used behavior in the area of staff personnel. There were no incidents of urging behavior in the areas of staff personnel and physical facilities, and there was infrequent use of urging behavior in the areas of the instructional program and financing and expenditures.



The business groups repeated the pattern revealed by both the education-oriented groups and the professional educator groups. Although recommending behavior was usually the most frequently used kind of behavior by these three types of groups among the three types of school boards, informing behavior was the next most frequently used kind of behavior by these three types of community groups among the partly elected school boards; whereas urging behavior was usually the next most frequently used behavior by these three types of community groups among both the elected and the appointed boards.

#### IV. THE MISCELLANEOUS OR SPECIAL INTEREST GROUPS

The kind of participant behavior used by the miscellaneous or special interest groups in school board decision-making is shown in Table XV.

When the miscellaneous or special interest groups participated in decision-making with the elected school boards, they used urging behavior on fifty-six per cent of the occasions, recommending behavior on thirty-nine per cent of the occasions, and informing behavior on only five per cent of the occasions. Urging behavior was the principal method of making their views known to the elected boards in the issue areas of the instructional program, student personnel, and staff personnel. Recommending behavior was the most frequently used behavior in the issue areas of physical facilities, financing and expenditures, and relations with the community. Informing behavior was not used in the issue areas of the instructional program, student personnel, and





TABLE XV

KIND OF PARTICIPANT BEHAVIOR USED BY MISCELLANEOUS OR SPECIAL INTEREST  
GROUPS IN SCHOOL BOARD DECISION-MAKING

Issue Areas	Behaviors	Elected		Partly Elected		Appointed		Totals	
		No.	Prop.	No.	Prop.	No.	Prop.	No.	Prop.
Instructional Program	Informing	0	.000	0	.000	0	.000	0	.000
	Recommending	4	.222	3	.500	0	.000	7	.269
	Urging	14	.778	3	.500	2	1.000	19	.731
Student Personnel	Informing	0	.000	0	.000	0	.000	0	.000
	Recommending	7	.412	1	.143	0	.000	8	.320
	Urging	10	.588	6	.857	1	1.000	17	.680
Staff Personnel	Informing	2	.250	0	.000	0	.000	2	.182
	Recommending	0	.000	2	1.000	0	.000	2	.182
	Urging	6	.750	0	.000	1	1.000	7	.636
Physical Facilities	Informing	1	.063	0	.000	0	.000	1	.043
	Recommending	8	.500	3	.500	0	.000	11	.478
	Urging	7	.438	3	.500	1	1.000	11	.478
Financing and Expenditures	Informing	1	.125	0	.000	0	.000	1	.083
	Recommending	4	.500	1	.333	1	1.000	6	.500
	Urging	3	.375	2	.667	0	.000	5	.417
Community Relations	Informing	0	.000	0	.000	1	.250	1	.056
	Recommending	8	.615	1	1.000	1	.250	10	.555
	Urging	5	.385	0	.000	2	.500	7	.389
Totals	Informing	4	.050	0	.000	1	.100	5	.043
	Recommending	31	.387	11	.440	2	.200	44	.383
	Urging	45	.563	14	.560	7	.700	66	.574





community relations; and there was infrequent use of informing behavior in the area of physical facilities.

With the partly elected school boards the miscellaneous or special interest groups used urging behavior on fifty-six per cent of the occasions when they participated and recommending behavior on forty-four per cent of the occasions when they participated. Informing behavior was used on none of the occasions when they participated. Urging behavior was the most frequently used behavior in the issue areas of student personnel and financing and expenditures. Urging and recommending behavior were used with equal frequency in the issue areas of the instructional program and physical facilities. Recommending behavior was the most frequently used behavior in the areas of staff personnel and relations with the community.

With the appointed school boards the miscellaneous or special interest groups used urging behavior on seventy per cent of the occasions when they participated, recommending behavior on twenty per cent of the occasions when they participated, and informing behavior on ten per cent of the occasions when they participated. Urging behavior was the most frequently used behavior in the issue areas of the instructional program, student personnel, staff personnel, physical facilities, and relations with the community. Recommending behavior was the main method of making their views known in the area of financing and expenditures. There was only one incident when the miscellaneous groups used



informing behavior with the appointed boards, and this occurred in the area of relations with the community.

For the three types of school boards combined, the miscellaneous or special interest groups revealed a strong use of urging behavior. They used it on fifty-seven per cent of the occasions when they participated. Recommending behavior was used on thirty-eight per cent of the occasions when they participated, and informing behavior was used on only four per cent of the occasions when they participated. Urging behavior was the most frequently used behavior in the issue areas of the instructional program, student personnel, and staff personnel; and it was used equally frequently with recommending behavior in the area of physical facilities. Recommending behavior was the most frequently used behavior in the issue areas of financing and expenditures and relations with the community. Informing behavior was not used in the issue areas of the instructional program and student personnel; and it was used infrequently in the areas of physical facilities, financing and expenditures, and relations with the community.

As has been noted previously, these miscellaneous or special interest groups who participated in decision-making among the three types of school boards were principally groups of a temporary nature. They were groups of parents with a special concern in certain issues, such as specialized instruction and school attendance areas. These were the pressure groups among the three





types of school boards. The infrequency of participation by the religiously-affiliated associations, the ethnic associations, the civic organizations, the fraternal clubs, and the trade unions has been remarked upon. Even in this infrequent participation, they rarely put pressure on the school boards to adopt their solutions.

#### V. THE RELATIONSHIP BETWEEN THE KINDS OF PARTICIPANT BEHAVIOR AND THE TYPES OF SCHOOL BOARDS

The relationship between the type of school board and the kinds of participant behavior that community groups use to influence school board decision-making is shown in Table XVI.

Recommending behavior was the customary method of attempting to influence educational decisions among all three types of school boards. The observed differences in the use of recommending behavior between the types of school boards are not significant.

Urging behavior was used more frequently than informing behavior with both the elected and the appointed school boards. The differences in the use of urging behavior between the elected and the partly elected school boards and between the appointed and the partly elected boards were significant at the .01 level. The difference between the elected and the appointed school boards in the use of urging behavior was not significant.



TABLE XVI

KIND OF PARTICIPANT BEHAVIOR USED REPORTED IN PROPORTIONS AND  
THE SIGNIFICANCE OF THE DIFFERENCE BETWEEN  
SCHOOL BOARD TYPES

Participant Behavior	School Board Type			Significance z
	Elected	Partly Elected	Appointed	
Informing	.167	.332	----	5.69 <sup>a</sup>
	.167	----	.164	0.10
	----	.332	.164	3.82 <sup>a</sup>
Recommending	.517	.520	----	0.09
	.517	----	.503	0.33
	----	.520	.503	0.34
Urging	.316	.148	----	5.25 <sup>a</sup>
	.316	----	.333	0.44
	----	.148	.333	4.51 <sup>a</sup>

<sup>a</sup>Significant at the .01 level.

<sup>b</sup>Significant at the .05 level.

Elected and appointed school boards appeared to be more subject to pressure groups than the partly elected school boards. The superintendent of partly elected school board #110 remarked, "... the Board is enlightened and frequently anticipates public opinion, - hence the lack of pressure groups."

A similar comment was made by the superintendent of elected school board #41 who wrote, "... there have been few pressure groups who have tried to influence board action."



An interesting comment was made by the superintendent of elected school board #8:

The teachers organization serves as a focus of many delegations. In spite of other avenues, they are aware that delegations get headlines so they present issues in this way. These generally revolve around complaints or attempts to forestall action on some issue where the Board and the teachers disagree. Sometimes trustees promote delegations to gain support for their proposals.

Informing behavior was used more frequently among the partly elected boards than among the elected and the appointed boards. The differences in the use of informing behavior between the partly elected and the other types of school boards are significant at the .01 level. The difference in the use of informing behavior between the elected school boards and the appointed school boards was not significant.

## VI. THE RELATIONSHIP BETWEEN THE TYPES OF COMMUNITY GROUPS AND THE KINDS OF PARTICIPANT BEHAVIOR USED

Is there a relationship between the type of community group and the kind of participant behavior it uses? The findings regarding this question are shown in Table XVII. These are the proportions collected from Tables XII through XV for the three types of school boards combined.

Recommending behavior was the most frequently used kind of participant behavior by the professional educator groups, the education-oriented groups, and the business groups. For the professional educator groups it was used much





TABLE XVII

## KINDS OF PARTICIPANT BEHAVIOR USED BY COMMUNITY GROUPS

Behaviors	Education-Oriented	Professional Educator	Business	Miscellaneous
Informing	.237	.189	.299	.043
Recommending	.437	.589	.555	.383
Urging	.326	.222	.146	.574

more frequently than the next most frequently used behavior, urging. Although the education-oriented groups used recommending behavior most frequently, the use of urging behavior by them was markedly more frequent than by the professional educator groups and the business groups. For the business groups the use of recommending behavior exceeded the use of informing behavior. The miscellaneous or special interest groups had a higher proportion of urging behavior than of recommending behavior.

The use of informing behavior was relatively infrequent. For the education-oriented groups, the professional educator groups, and the miscellaneous groups, it was the least frequently used kind of participant behavior.

The infrequent use of informing behavior by the miscellaneous groups suggests that the presentation of facts and values relevant to the solution of a problem without indication of preferences for a specific outcome may not be a



useful category of participant behavior for them. These groups, often temporary in nature, appeared to have strong preferences for their solutions and put pressures on the school boards to adopt them. These were the pressure groups for Canadian urban school boards. As has been indicated previously (see p. 63), no data were gathered to answer whether they initiated, blocked, or supported school board action.

## VII. SUMMARY

There were no significant differences found in the extent of recommending behavior used among the three types of school boards. The use of informing behavior was significantly more frequent among the partly elected school boards than among the other types of school boards.

For all types of community groups except the miscellaneous groups, recommending behavior was used to a greater extent than the next most frequently used behavior. The miscellaneous groups showed greater use of urging behavior than of recommending behavior.





## CHAPTER VII

### THE EFFECT OF PARTICIPATION BY COMMUNITY GROUPS

The findings regarding the effect of participation in school board decision-making are presented in this chapter. They are divided according to the different types of community groups who participated in school board decision-making with each type of school board. For each of the different types of community groups they are further subdivided into the areas of school board decision-making. The relationships between the types of school boards and the effects of participation by community groups are presented, as well as the relationships between the types of community groups who participated and the effectiveness of their participation and between the kinds of participant behavior used and its effectiveness.

#### I. THE EDUCATION-ORIENTED GROUPS

The findings regarding the effect of participation by the education-oriented groups in school board decision-making are shown in Table XV III.

With the elected school boards the education-oriented groups had some effect on seventy per cent of the occasions when they participated, much effect on twenty-five per cent of the occasions when they participated, and no effect on five per cent of the occasions when they participated. In all the



TABLE XVIII

EFFECT OF PARTICIPATION BY EDUCATION-ORIENTED GROUPS IN SCHOOL  
BOARD DECISION-MAKING

Issue Areas	Effects	Elected		Partly Elected		Appointed		Totals	
		No.	Prop.	No.	Prop.	No.	Prop.	No.	Prop.
Instructional Program	Much	19	.232	6	.261	4	.308	29	.246
	Some	60	.732	17	.739	9	.692	86	.729
	None	3	.037	0	.000	0	.000	3	.025
Student Personnel	Much	20	.364	1	.100	2	.333	23	.324
	Some	31	.564	9	.900	4	.667	44	.620
	None	4	.073	0	.000	0	.000	4	.056
Staff Personnel	Much	7	.269	2	.286	2	.286	11	.275
	Some	16	.615	5	.714	5	.714	26	.650
	None	3	.115	0	.000	0	.000	3	.075
Physical Facilities	Much	8	.170	3	.231	1	.111	12	.174
	Some	37	.787	10	.769	8	.889	55	.797
	None	2	.043	0	.000	0	.000	2	.029
Financing and Expenditures	Much	9	.333	1	.111	0	.000	10	.256
	Some	18	.667	7	.778	3	1.000	28	.718
	None	0	.000	1	.111	0	.000	1	.026
Community Relations	Much	8	.170	5	.294	2	.500	15	.221
	Some	37	.787	11	.647	2	.500	50	.736
	None	2	.043	1	.059	0	.000	3	.044
Totals	Much	71	.250	18	.228	11	.263	100	.247
	Some	199	.701	59	.747	31	.737	289	.714
	None	14	.049	2	.025	0	.000	16	.039



issue areas they had a higher proportion of some effect than of much effect or no effect. In all the issue areas the proportion of much effect exceeded that of no effect, and this was most noted in the areas of financing and expenditures and student personnel. In all the areas except financing and expenditures there were incidents when their participation had no effect.

With the partly elected school boards the education-oriented groups had some effect on seventy-five per cent of the occasions when they participated, much effect on twenty-three per cent of the occasions when they participated, and no effect on three per cent of the occasions when they participated. In all the issue areas they more frequently had some effect rather than much effect or no effect. Except for the area of financing and expenditures they usually had much effect, rather than no effect. In the area of financing and expenditures the proportion of occasions with much effect equals the proportion of occasions with no effect. The education-oriented groups were more effective in the areas of the instructional program, staff personnel, and physical facilities than in the areas of student personnel, financing and expenditures, and relations with the community.

With the appointed school boards the education-oriented groups had some effect on seventy-four per cent of the occasions when they participated and much effect on twenty-six per cent of the occasions when they participated. There were no incidents when their participation had no effect. In all the





issue areas except relations with the community they had a higher proportion of some effect than of much effect or no effect. In the area of relations with the community the proportions of much effect and some effect were equal.

For the three types of school boards combined, the education-oriented groups had some effect on seventy-one per cent of the occasions when they participated, much effect on twenty-five per cent of the occasions when they participated, and no effect on four per cent of the occasions when they participated. In all the issue areas they had a higher proportion of some effect than of either much effect or no effect. In all the issue areas they had a higher proportion of much effect than of no effect. The education-oriented groups were most influential in the area of student personnel.

## II. THE PROFESSIONAL EDUCATOR GROUPS

The findings regarding the effect of participation of the professional educator groups in school board decision-making are shown in Table XIX.

With the elected school boards the professional educator groups had some effect on fifty-two per cent of the occasions when they participated, much effect on forty-eight per cent of the occasions when they participated, and no effect on one per cent of the occasions when they participated. In the issue areas of student personnel, staff personnel, and physical facilities they had much effect more frequently than some effect or no effect. They had a higher



TABLE XIX

EFFECT OF PARTICIPATION BY PROFESSIONAL EDUCATOR GROUPS IN  
SCHOOL BOARD DECISION-MAKING

Issue Areas	Effects	Elected		Partly Elected		Appointed		Totals	
		No.	Prop.	No.	Prop.	No.	Prop.	No.	Prop.
Instructional Program	Much	23	.295	8	.286	12	.571	43	.339
	Some	55	.705	20	.714	9	.429	84	.661
	None	0	.000	0	.000	0	.000	0	.000
Student Personnel	Much	33	.550	7	.389	11	.688	51	.542
	Some	27	.450	9	.500	5	.313	41	.436
	None	0	.000	2	.111	0	.000	2	.021
Staff Personnel	Much	51	.699	13	.619	12	.600	76	.667
	Some	21	.288	7	.333	8	.400	36	.316
	None	1	.014	1	.048	0	.000	2	.018
Physical Facilities	Much	38	.535	12	.444	10	.588	60	.522
	Some	32	.451	15	.555	7	.412	54	.470
	None	1	.014	0	.000	0	.000	1	.009
Financing and Expenditures	Much	5	.185	3	.273	2	.333	10	.227
	Some	22	.815	5	.455	4	.667	31	.705
	None	0	.000	3	.273	0	.000	3	.068
Community Relations	Much	22	.431	10	.500	8	.727	40	.488
	Some	29	.569	9	.450	3	.273	41	.500
	None	0	.000	1	.050	0	.000	1	.012
Totals		172	.478	53	.424	55	.604	280	.486
	Some	186	.517	65	.520	36	.396	287	.498
	None	2	.006	7	.056	0	.000	9	.016





proportion of some effect than of much effect or no effect in the issue areas of the instructional program, financing and expenditures, and relations with the community. Incidents when their participation had no effect occurred in the issue areas of staff personnel and physical facilities.

With the partly elected school boards the professional educator groups had some effect on fifty-two per cent of the occasions when they participated, much effect on forty-two per cent of the occasions when they participated, and no effect on six per cent of the occasions when they participated. In the issue areas of staff personnel and relations with the community the proportion of much effect exceeded the proportion of some effect or no effect. In the issue areas of the instructional program, student personnel, physical facilities, and financing and expenditures there was a higher proportion of some effect than of much effect or no effect. Incidents when their participation had no effect occurred in the areas of student personnel, staff personnel, community relations, and financing and expenditures. There was a relatively high incidence of no effect in the area of financing and expenditures.

With the appointed school boards the professional educator groups had much effect on sixty per cent of the occasions when they participated and some effect on forty per cent of the occasions when they participated. There were no occasions when their participation had no effect. They had a higher proportion of much effect than of some effect in the issue areas of the instructional program,



student personnel, staff personnel, physical facilities, and relations with the community. In the area of financing and expenditures they more frequently had some effect than much effect.

For the three types of school boards combined, the professional educator groups had some effect on fifty per cent of the occasions when they participated, much effect on forty-nine per cent of the occasions when they participated, and no effect on two per cent of the occasions when they participated. The issue areas in which the proportion of much effect exceeded the proportion of some effect or no effect were student personnel, staff personnel, and physical facilities. The issue areas in which the proportion of some effect exceeded the proportion of much effect or no effect were the instructional program, financing and expenditures, and relations with the community. Incidents when their participation had no effect occurred in all the issue areas except the instructional program. The professional educator groups were most influential in the area of staff personnel.

### III. THE BUSINESS GROUPS

The findings regarding the effect of participation by the business groups in school board decision-making are shown in Table XX.

With the elected school boards the business groups had some effect on eighty-five per cent of the occasions when they participated, much effect on





TABLE XX

## EFFECT OF PARTICIPATION BY BUSINESS GROUPS IN SCHOOL BOARD DECISION-MAKING

Issue Areas	Effects	Elected		Partly Elected		Appointed		Totals	
		No.	Prop.	No.	Prop.	No.	Prop.	No.	Prop.
Instructional Program	Much	1	.125	3	.231	1	.250	5	.200
	Some	7	.875	10	.769	3	.750	20	.800
	None	0	.000	0	.000	0	.000	0	.000
Student Personnel	Much	1	.143	0	.000	1	.500	2	.182
	Some	3	.429	1	.500	1	.500	5	.455
	None	3	.429	1	.500	0	.000	4	.364
Staff Personnel	Much	1	.250	0	.000	0	.000	1	.125
	Some	3	.750	1	.333	1	1.000	5	.625
	None	0	.000	2	.667	0	.000	2	.250
Physical Facilities	Much	1	.071	3	.333	0	.000	4	.160
	Some	13	.929	5	.555	2	1.000	20	.800
	None	0	.000	1	.111	0	.000	1	.040
Financing and Expenditures	Much	1	.059	1	.083	5	.714	7	.195
	Some	16	.941	9	.750	2	.286	27	.750
	None	0	.000	2	.167	0	.000	2	.056
Community Relations	Much	1	.059	2	.222	2	.333	5	.156
	Some	15	.882	4	.444	3	.500	22	.688
	None	1	.059	3	.333	1	.167	5	.156
Totals	Much	6	.090	9	.188	9	.409	24	.175
	Some	57	.851	30	.625	12	.545	99	.723
	None	4	.060	9	.188	1	.045	14	.102





nine per cent of the occasions when they participated, and no effect on six per cent of the occasions when they participated. In all the issue areas they had a higher proportion of some effect than of much effect or no effect, except in the area of student personnel when the proportion of some effect equalled the proportion of no effect. In both the area of student personnel and the area of relations with the community they had incidents when their participation had no effect.

With the partly elected school boards the business groups had some effect on sixty-three per cent of the occasions when they participated, much effect on nineteen per cent of the occasions when they participated, and no effect on nineteen per cent of the occasions when they participated. The proportion of some effect exceeded the proportion of much effect or no effect in the issue areas of the instructional program, physical facilities, financing and expenditures, and relations with the community. In the area of student personnel the proportion of some effect equalled the proportion of no effect. In the issue area of staff personnel there was a higher proportion of no effect than of some effect. The only area in which their participation had no incidents of no effect was the instructional program.

With the appointed school boards the business groups had some effect on fifty-five per cent of the occasions when they participated, much effect on forty-one per cent of the occasions when they participated, and no effect on



five per cent of the occasions when they participated. This incident of no effect was the only incident when a community group participating in decision-making with the appointed school boards had no effect on the decisional outcome, and it occurred in the area of relations with the community. The proportion of some effect exceeded the proportion of much effect or no effect in the issue areas of the instructional program, staff personnel, physical facilities, and relations with the community. In the area of student personnel the proportion of some effect equalled the proportion of no effect. In the area of financing and expenditures the proportion of much effect exceeded the proportion of some effect.

For the three types of school boards combined, the business groups had some effect on seventy-two per cent of the occasions when they participated, much effect on eighteen per cent of the occasions when they participated, and no effect on ten per cent of the occasions when they participated. The proportion of some effect exceeded the proportion of much effect or no effect in all the issue areas. There was a higher proportion of much effect than of no effect in the areas of the instructional program, physical facilities, and financing and expenditures. The proportion of no effect exceeded the proportion of much effect in the issue areas of student personnel and staff personnel. The proportion of much effect equalled the proportion of no effect in the area of relations with the community. The business groups were most influential in the area of the instructional program; they were least influential in the area of student personnel.





#### IV. THE MISCELLANEOUS OR SPECIAL INTEREST GROUPS

The findings regarding the effect of participation by the miscellaneous or special interest groups are shown in Table XXI.

With the elected school boards the miscellaneous or special interest groups had some effect on fifty-eight per cent of the occasions when they participated, much effect on twenty-four per cent of the occasions when they participated, and no effect on nineteen per cent of the occasions when they participated. They had a higher proportion of some effect than of much effect or no effect in all the issue areas. In the issue areas of student personnel, physical facilities, financing and expenditures, and relations with the community they more frequently had much effect than no effect. In the areas of the instructional program and staff personnel, they had a higher proportion of no effect than of much effect.

With the partly elected school boards the miscellaneous or special interest groups had some effect on sixty-eight per cent of the occasions when they participated, much effect on twenty-eight per cent of the occasions when they participated, and no effect on four per cent of the occasions when they participated. The proportion of some effect exceeded the proportion of much effect or no effect in all the issue areas. The proportion of much effect was higher than the proportion of no effect in all the issue areas except staff personnel and relations with the community where there were no incidents of



TABLE XXI

EFFECT OF PARTICIPATION BY MISCELLANEOUS OR SPECIAL INTEREST GROUPS  
IN SCHOOL BOARD DECISION-MAKING

Issue Areas	Effects	Elected		Partly Elected		Appointed		Totals	
		No.	Prop.	No.	Prop.	No.	Prop.	No.	Prop.
Instructional Program	Much	4	.222	2	.333	0	.000	6	.231
	Some	8	.444	4	.667	2	1.000	14	.538
	None	6	.333	0	.000	0	.000	6	.231
Student Personnel	Much	3	.176	2	.286	1	1.000	6	.240
	Some	14	.824	4	.571	0	.000	18	.720
	None	0	.000	1	.143	0	.000	1	.040
Staff Personnel	Much	1	.125	0	.000	1	1.000	2	.182
	Some	4	.500	2	1.000	0	.000	6	.545
	None	3	.375	0	.000	0	.000	3	.273
Physical Facilities	Much	4	.250	2	.333	1	1.000	7	.304
	Some	9	.563	4	.667	0	.000	13	.565
	None	3	.188	0	.000	0	.000	3	.130
Financing and Expenditures	Much	2	.250	1	.333	1	1.000	4	.333
	Some	5	.625	2	.667	0	.000	7	.583
	None	1	.125	0	.000	0	.000	1	.083
Community Relations	Much	5	.385	0	.000	1	.250	6	.333
	Some	6	.462	1	1.000	3	.750	10	.555
	None	2	.154	0	.000	0	.000	2	.111
Totals	Much	19	.238	7	.280	5	.500	31	.269
	Some	46	.575	17	.680	5	.500	68	.591
	None	15	.188	1	.040	0	.000	16	.139





either much effect or no effect . The only area in which incidents of no effect occurred was the area of student personnel .

With the appointed school boards the miscellaneous or special interest groups had much effect on fifty per cent of the occasions when they participated and some effect on fifty per cent of the occasions when they participated . There were no incidents when their participation had no effect . The participation by the miscellaneous groups among the appointed school boards was infrequent; therefore the proportions for the effects of participation were calculated on very small numbers . What the findings did reveal was the responsiveness of the appointed school boards to the participation of the miscellaneous groups and their willingness to be influenced by the solutions presented to them .

For the three types of school boards combined, the miscellaneous or special interest groups had some effect on fifty-nine per cent of the occasions when they participated, much effect on twenty-seven per cent of the occasions when they participated, and no effect on fourteen per cent of the occasions when they participated . The proportion of some effect exceeded the proportion of much effect or no effect in all of the issue areas . The proportion of much effect exceeded the proportion of no effect in the issue areas of student personnel, physical facilities, financing and expenditures, and relations with the community . The proportion of much effect equalled the proportion of no effect in the issue area of the instructional program . In the issue area of staff personnel there was





a higher proportion of no effect than of much effect . The miscellaneous or special interest groups appeared to be most influential in the area of financing and expenditures . They were least influential in the area of staff personnel .

## V. THE RELATIONSHIP BETWEEN THE EFFECTIVENESS OF THE PARTICIPATION BY COMMUNITY GROUPS AND THE TYPES OF SCHOOL BOARDS

The relationship between the type of school board and the effectiveness with which community groups participated in school board decision-making is shown in Table XXII .

The effectiveness of the participation by community groups was the opinion of the superintendent in the categories "Much," "Some," and "None ." Although they are estimates only and are subject to differences of interpretation by the respondents, the findings were revealing . They must be accepted with some caution . Extreme caution must be used in interpreting the significance of the difference in the category "None ." Because of the proportionately small frequency of occurrence , it is not reliably interpreted as a deviate of the unit normal curve .

The findings are shown in Table XXII . The proportions in Table XXII were calculated by adding the number of times that the four types of community group had a specific effect and dividing by the number of times they had



participated. Thus the proportion for "Much" effect among the elected school boards was calculated as follows:

$$\frac{71 + 172 + 6 + 19}{284 + 360 + 67 + 80} = .339$$

The other proportions were calculated in a similar manner.

TABLE XXII

EFFECTIVENESS OF PARTICIPATION REPORTED IN PROPORTIONS AND THE SIGNIFICANCE OF THE DIFFERENCE BETWEEN SCHOOL BOARD TYPES

Effect	Elected	Partly Elected	Appointed	Significance z
Much	.339	.314	----	0.76
	.339	----	.485	3.65 <sup>a</sup>
	----	.314	.485	3.56 <sup>a</sup>
Some	.617	.617	----	0.00
	.617	----	.509	2.63 <sup>a</sup>
	----	.617	.509	2.20 <sup>b</sup>
None	.044	.069	----	1.56
	.044	----	.006	2.38 <sup>b</sup>
	----	.069	.006	3.00 <sup>a</sup>

<sup>a</sup>Significant at the .01 level.

<sup>b</sup>Significant at the .05 level.

Community groups who participated in the decision-making process among appointed school boards were more likely to have much effect on the outcome than community groups participating among the elected and the partly





elected school boards. The differences were significant in both cases at the .01 level.

The elected and the partly elected school boards were similar in the influence which participating community groups had on the decision finally taken, except that there were proportionately more incidents when participation had no effect among the partly elected school boards than among the elected school boards.

A provocative comment was made by the superintendent of elected school board #44:

This board operates autocratically. It may listen to suggestions but is not greatly influenced by other than its administrative staff, Department officials, or professional help which it employs.

Only one example of a covert elite operating behind-the-scenes was reported. It was cited by the superintendent of school board #39 who wrote:

Within this community there is very little "formal" representation at School Board meetings. The city is an old, well-established one in which "pioneer" families hold control. School Trustees are influenced by views expressed to them at meeting centres such as the Church or the business man's Club.

The finding that the participating community groups had significantly more effect on the outcome of decisions made by the appointed school boards was interesting in view of the earlier finding that there was less participation by community groups among the appointed school boards. This finding did not seem to depend entirely on the differences in the types of community groups



who participated or the differences in the kinds of participant behavior that were used. The finding may depend upon the manner in which the school board members were selected. The elected school board members may feel that their elective status is a mandate from the majority of the people in the community and be relatively freer to reject recommendations or pressures from community groups. The appointed school board members may not have the assurance that they represent the majority of the people and may feel that delegations at school board meetings are truly representative of the "public will."

## VI. THE RELATIONSHIP BETWEEN THE TYPE OF COMMUNITY GROUP AND ITS EFFECTIVENESS

Is there a relationship between the type of community group and its effectiveness in influencing educational decisions? The findings regarding this question are shown in Table XXIII. These proportions are collected from Tables XVIII through XXI for the three types of school boards combined.

The most influential groups who participated in school board decision-making were the professional educator groups. Respondents reported that they had much effect on the outcome to issues more frequently than was reported for the other types of groups. Rarely did they have no effect on the outcome.

The next most influential groups were the education-oriented groups. Most frequently they had some effect on the outcome.



TABLE XXIII

EFFECTIVENESS OF PARTICIPATING COMMUNITY GROUPS  
REPORTED IN PROPORTIONS

Effectiveness	Education- Oriented	Professional Educator	Business	Miscellaneous
Much	.247	.486	.175	.269
Some	.714	.498	.723	.591
None	.039	.016	.102	.139

Business groups were less influential than the education-oriented groups. They had much effect less often and no effect more often than the education-oriented groups.

Least influential were the miscellaneous groups. As reported previously, they were inclined to put pressure on the school boards, but they had least effect in attempting to influence the outcome to an issue. Because of the relative success of other community groups in influencing school board decisions, the ineffectiveness of the miscellaneous groups would seem to indicate that their solutions to issues were not acceptable.

Of particular interest regarding the relationship between participation and effectiveness was the finding that when community groups participated, they usually had at least some effect on school board policies. This would seem to indicate that Canadian urban school boards are responsive to the educational





aspirations of the community. It would also seem to indicate that if the community is apathetic about the educational policies of the school board, it is not because of the school board's unwillingness to recognize and be influenced by their points of view.

## VII. THE RELATIONSHIP BETWEEN THE KIND OF PARTICIPANT BEHAVIOR AND ITS EFFECTIVENESS

Is there a relationship between the kind of participant behavior used and its effectiveness? The findings regarding this question are shown in Table XXIV. The proportions in this table were calculated by matching a specific behavior with a specific effect over all community groups and all school boards, counting these incidents, and dividing this total by the total number of times that participation occurred. For example, the number of times that informing behavior and much effect occurred together for all the community groups among all the school boards was 33. The total number of times that education-oriented groups participated among all school boards was 405; for professional educator groups it was 576; for business groups it was 137; and for miscellaneous groups it was 115. Thus, the proportion for informing behavior and much effect was calculated as follows:

$$\frac{33}{405 + 576 + 137 + 115} = .027$$



TABLE XX IV  
PARTICIPANT BEHAVIOR AND ITS EFFECTIVENESS  
REPORTED IN PROPORTIONS

Behavior	Effectiveness			Totals
	Much	Some	None	
Informing	.027	.161	.016	.204
Recommending	.170	.340	.006	.516
Urging	.156	.102	.023	.281
Totals	.353	.603	.045	1.001

The most frequent kind of participant behavior used was recommending. It had some effect in most instances, and in most of the other instances it had much effect. Much of this result is caused by the use of recommending behavior by the professional educator groups and its effect on school board decision-making.

The next most frequently used kind of participant behavior was urging. It had much effect in most of the instances where it was used; however, it also had the highest incidence of no effect on the decisional outcome.

The least frequently used kind of participant behavior was informing. It usually had some effect. In the incidents where it had much effect, it had been used principally by the professional educator groups.





Recommending behavior, that is, indicating preferences for a solution to an issue without prevailing upon the school board to adopt the preferred course of action, appeared to be the most effective kind of participant behavior. Informing behavior, that is, presenting facts and values relevant to the solution of an issue without indicating preferences, seldom had much effect. Although urging behavior, that is, putting pressure on the school board to adopt the preferred course of action, had much effect in many incidents, there were also many incidents when it had no effect.

#### VIII. SUMMARY

In view of the earlier finding regarding the lower extent of participation among the appointed school boards, the finding that the appointed school boards were significantly more influenced by community participation when it did occur than either the elected or the partly elected school boards is intriguing. This finding appeared to be due not solely to the types of community groups who participated nor to the kinds of participant behavior that were used. It may indicate that the appointed school boards are more susceptible to influence because of their method of selection. An alternative explanation for this finding may be that the appointed school boards are more responsive to the "public will" when they are made aware of it.

The most effect on school board decisions was made by the professional educator groups. Next in effectiveness were the education-oriented groups.



The miscellaneous groups more frequently than the other groups had no effect on the outcome to the issues in which they participated.

The most effective participant behavior in influencing the decision-making process was making recommendations. Least effective was informing behavior.

The findings are not unquestionably conclusive regarding the participation of community groups in the decision-making process in appointed school boards. Although the extent of participation was less among the appointed school boards, it was not significantly less than among the elected boards. Also, its occurrence was marked by a greater willingness of the appointed school boards to react favorably to the participants' recommended course of action. Because of these findings, the criticism of appointed school boards' being undemocratic doesn't appear valid. What may be a more valid criticism is that community groups in cities with appointed school boards are more apathetic concerning the operation of the school system. If this is so, their apathy may be caused by the fact that they have no voice in choosing school board members who will represent their educational wishes. While this explanation is presented, there are indications that the right of electing school board members does not eliminate apathy on the part of the citizens. The comment made by the superintendent of elected school board #20 should be considered by any community seeking a change from a wholly appointive to a



wholly elective method of selection. He wrote:

There is great apathy concerning school board elections; in fact, there has not been an election in the last seven years. It is difficult enough to get one candidate to agree to stand.  
(Underlined in the original)





## CHAPTER VIII

### THE COMPOSITION OF SCHOOL BOARDS

During the investigation information concerning the composition of school boards and their liaisons with community groups was obtained. This information is presented in this chapter.

#### I. THE SELECTION OF SCHOOL BOARD MEMBERS

Data were obtained from fifty-three elected school boards with four hundred forty members, seventeen partly elected school boards with two hundred four members, and eleven appointed school boards with one hundred seventy-four members.

The elected school boards usually had five to nine members. Seventy-seven per cent of the elected school boards fell into this category, whereas thirty-five per cent of the partly elected boards and sixty-four per cent of the appointed boards had nine or fewer members. Fifty-three per cent of the partly elected boards had ten to nineteen members; but only twenty-one per cent of the elected boards and nine per cent of the appointed boards had ten to nineteen members. The largest numbers (fifty-two and thirty-three) of members were found on two appointed boards. It should be noted that the number of members on these two appointed boards represented almost one-half of the



total number of appointed members in this study . The distribution of school boards having specified numbers of members is shown in Table XXV .

TABLE XXV  
DISTRIBUTION OF SCHOOL BOARDS HAVING  
SPECIFIED NUMBER OF MEMBERS

Number of Members	Elected		Partly Elected		Appointed	
	No.	Prop.	No.	Prop.	No.	Prop.
5 - 9	41	.772	6	.353	7	.637
10 - 19	11	.208	9	.530	1	.091
20 - 52	1	.019	2	.118	3	.273
Totals	53	.999	17	1.001	11	1.001

Generalizing from these findings it appeared that the elected boards had fewer members than either the partly elected or the appointed school boards . The partly elected boards usually had more members than the appointed boards; however, among the appointed boards were the three largest boards in the sample .

Eighty-one per cent of the elected school board members served a two-year term of office and ninety-five per cent of the members on the partly elected boards served a two-year term of office, whereas only four per cent of the appointed members served a two-year term of office . Longer terms of office were found among the appointed boards than among the elected or the partly elected boards . Forty-four per cent of the appointed members served a five-





year term, and twenty-four per cent of the appointed members served indefinite terms of office. The distribution of school board members serving specified terms of office is shown in Table XXVI.

Seventy-eight per cent of the members on the elected boards and ninety-four per cent of the elected members on the partly elected boards were nominated for election by the qualified voters in the municipality. Although the caucus method of nominating persons for school board election was reported by four elected boards, there was some doubt about the accuracy of the data because of the additional information reported. In some cases this information suggested

TABLE XXVI  
DISTRIBUTION OF SCHOOL BOARD MEMBERS HAVING  
SPECIFIED TERMS OF OFFICE

Terms of Office	Elected		Partly Elected		Appointed	
	No.	Prop.	No.	Prop.	No.	Prop.
Two years	357	.811	195	.954	7	.040
Three or four years	83	.188	5	.025	48	.276
Five years	0	.000	0	.000	77	.443
Indefinite	0	.000	4	.019	42	.241
Totals	440	.999	204	.998	174	1.000

that the caucus was a behind-the-scenes manipulation of the nomination procedures rather than official or unofficial small group meetings of leaders or representatives of groups held to select a slate of candidates in advance of an election or the official time for making nominations. Although there is some



trend in the United States towards the caucus method of nomination, it was not in operation to any extent in Canada. The methods of nomination for elected school board members are shown in Table XXVII.

TABLE XXVII

## METHODS OF NOMINATION FOR ELECTED SCHOOL BOARD MEMBERS

Method	Elected		Partly Elected	
	No.	Prop.	No.	Prop.
Individual announcement	4	.075	1	.059
Nominated by qualified voters	41	.775	16	.941
Public meeting	4	.075	0	.000
Caucus	4	.075	0	.000
Totals	53	1.000	17	1.000

Seventy-eight per cent of the appointed members on the partly elected school boards were appointed by another school board. Twenty per cent of the appointed members on the partly elected boards were appointed by industry. On the appointed boards sixty-eight per cent of the appointed members were appointed officially by the Lieutenant-Governor-in-Council. Frequently these appointments were made on the recommendation of a civic group or a religious association. Municipal councils appointed eighteen per cent of the appointed board members; civic organizations appointed only one per cent of the appointed board members; church dignitaries made three per cent of these appointments; and other school boards appointed ten per cent of the members





on appointed boards. The findings regarding the appointing agencies or officials for appointed school board members are shown in Table XXVIII. It was noted that no appointments were made directly by mayors or church councils.

TABLE XXVIII  
APPOINTING AGENCIES OR OFFICIALS FOR  
APPOINTED SCHOOL BOARD MEMBERS

Appointing Agency or Official	Partly Elected		Appointed	
	No.	Prop.	No.	Prop.
Lieutenant-Governor-in-Council	0	.000	119	.684
Municipal council	0	.000	31	.179
Civic organization	0	.000	1	.006
Church dignitary, bishop, or archbishop	1	.028	6	.034
Another school board	28	.778	17	.098
Industry or business interests	7	.195	0	.000
Mayor of the municipality	0	.000	0	.000
Church council	0	.000	0	.000
Totals	36	1.001	174	1.001

The usual basis of appointment among both the partly elected boards and the appointed boards was as representatives of religious interests. Among the partly elected boards seventy-two per cent of the appointed members represented religious interests, and among the appointed boards thirty-nine per cent of the members represented religious interests. The appointed members on the partly elected boards were also appointed to represent business interests (seventeen per cent), to represent ethnic interests (three per cent), to represent municipal interests (three per cent), or because of their interest in education (six per cent).





The members on the appointed boards were appointed because of their interest in education (twenty-six per cent), to represent municipal interests (nine per cent), to represent a district, ward or parish in the municipality (nine per cent), to represent provincial interests (twelve per cent), to represent ethnic interests (one per cent), or to represent business interests (one per cent). The basis of appointment was not stated for five per cent of the members on the appointed boards. The findings regarding the basis of appointment of appointed school board members is shown in Table XXIX. It was noted that no members were appointed because they were educators.

TABLE XXIX

## BASIS OF APPOINTMENT FOR APPOINTED SCHOOL BOARD MEMBERS

Basis of Appointment	Partly Elected		Appointed	
	No.	Prop.	No.	Prop.
Educator	0	.000	0	.000
Interest in education	2	.056	45	.259
Represent religious interests	26	.723	68	.391
Represent ethnic interests	1	.028	1	.006
Represent business interests	6	.167	1	.006
Represent a district, ward, or parish in the municipality	0	.000	15	.086
Represent municipal interests	1	.028	15	.086
Represent provincial interests	0	.000	20	.115
Not specified	0	.000	9	.052
Totals	36	1.002	174	1.001



## II. LIAISON WITH COMMUNITY GROUPS

Twenty-eight or approximately one-half of the elected school boards reported having formal arrangements with community groups. The most frequently reported type of committee was composed of trustees, central office professional staff, and teaching personnel. The number of teaching personnel was cited, ranging from two to eighteen members. The number of trustee members was smaller, ranging from two to seven members. Numbers of central office professional staff members ranged from one to six.

Four advisory vocational councils were reported among the elected school boards, consisting of trustees, central office professional staff, and representatives of industry.

Two parent teacher councils were reported, consisting of trustees, central office professional staff, and representatives from the Parent Teachers Association or the Home and School Association.

Ten, or approximately three-fifths of the partly elected school boards reported having formal liaisons with community groups. As among the elected school boards, these liaisons were among trustees, central office professional staff, and teaching personnel. Four partly elected school boards reported having advisory vocational councils. No committees consisting of trustees and P. T. A. representatives were reported.

Five, or approximately one-half of the appointed school boards reported





having formal liaisons with community groups. Three of the liaisons were composed of equal numbers of central office professional staff, teaching personnel, and representatives of parents, but no trustees were reported as serving on these committees. Two committees were composed of trustees, central office professional staff, and teaching personnel.

As mentioned previously (see p. 57), the data concerning liaisons with community groups did not elicit for all the committees the composition of their membership.

Do appointed school boards set up liaisons through which citizens' approval or disapproval of their policies can be voiced, and do the other types of school boards set up similar liaisons? The nature of the findings does not justify a conclusive answer. Some setting up of formal arrangements through which various community groups can voice their points of view was found among the three types of school boards. The Teacher-Trustee Committees gave the professional educator groups an opportunity to present their points of view. The Advisory Vocational Councils gave the business groups the opportunity to be heard. The P.T.A.-Trustee Council would give the education-oriented groups a similar opportunity. As noted above, only two of these were reported among the elected school boards. There were three P.T.A.-Supervisory Staff Committees reported among the appointed school boards, but these had no trustee representation.



### III . PERSONAL CHARACTERISTICS OF PRESENT SCHOOL BOARD MEMBERS

The data requested in this section of the questionnaire were not complete in all the returned questionnaires. Omissions seemed to be due to inaccuracy in completing the questionnaire. Because of the pertinent information provided in the other sections of these questionnaires, it was determined not to discard them.

The superintendents were asked to estimate, if necessary, the personal characteristics of the school board members. This is a less accurate method of providing information, depending upon the superintendents' knowledge of the school board members' characteristics; however, since large general categories were presented in the questionnaire, it is assumed that this information is sufficiently accurate.

Longer experience on the school board was found among the elected school board members. Less than five years service was reported for fifty per cent of them. Among the partly elected school boards, fifty-five per cent of the members had less than five years experience and among the appointed boards sixty per cent of the members had less than five years experience. Between five and ten years of service was reported for twenty-five per cent of the elected board members, twenty-four per cent of the partly elected board members, and twenty-two per cent of the appointed board members. Seventeen per cent of





the elected board members had served between ten and twenty years; eleven per cent of the partly elected board members and eighteen per cent of the appointed board members had served between ten and twenty years. Over twenty years of experience was served by three per cent of the elected board members, three per cent of the partly elected board members and one per cent of the appointed board members. No data were reported for four per cent of the elected board members and seven per cent of the partly elected board members. The distribution of school board members having specified amounts of experience is shown in Table XXX. It appeared that although the elected school board members usually served shorter terms of office than the appointed board members, they had more years of experience on the school board.

TABLE XXX

DISTRIBUTION OF SCHOOL BOARD MEMBERS HAVING SPECIFIED  
YEARS OF EXPERIENCE ON THIS SCHOOL BOARD

Years of Experience	Elected		Partly Elected		Appointed	
	No.	Prop.	No.	Prop.	No.	Prop.
Less than five years	221	.502	111	.545	104	.597
Five to ten years	112	.254	49	.241	38	.218
Ten to twenty years	73	.166	23	.113	31	.178
More than twenty years	15	.034	6	.029	1	.006
Not specified	19	.043	15	.074	0	.000
Totals	440	.999	204	1.002	174	.999





Forty-two per cent of the partly elected board members, thirty-seven per cent of the appointed board members, and twenty-eight per cent of the elected board members were college graduates. Also, thirteen per cent of the appointed board members, eleven per cent of the partly elected board members, and ten per cent of the elected board members were Master's, licentiate, or doctoral graduates. It appeared that the appointed board members had more formal education generally than did the elected board members. The distribution of school board members having specified amounts of formal education is shown in Table XXXI. Data were not reported for six per cent of the elected board members, four per cent of the partly elected board members, and one per cent of the appointed board members.

TABLE XXXI

DISTRIBUTION OF SCHOOL BOARD MEMBERS HAVING  
SPECIFIED AMOUNTS OF FORMAL EDUCATION

Formal Education	Elected		Partly Elected		Appointed	
	No.	Prop.	No.	Prop.	No.	Prop.
Elementary school graduate	76	.173	30	.146	12	.069
High school graduate	172	.391	59	.290	74	.425
College graduate	121	.275	85	.416	64	.367
Master's licentiate, or doctoral graduate	45	.102	23	.113	22	.126
Not specified	26	.059	7	.035	2	.011
Totals	440	1.000	204	1.000	174	.998



Forty-eight per cent of both the partly elected board members and the appointed board members were employed in professional and technical occupations, and thirty-eight per cent of the elected board members were employed in these services. Among the elected board members thirty-two per cent, among the partly elected board members twenty-one per cent, and among the appointed board members twenty-six per cent were employed as managers, officials, or business owners. Sales and clerical occupations employed eleven per cent of the elected board members, four per cent of the partly elected board members, and thirteen per cent of the appointed board members. Farmers, semi-skilled and unskilled workers, and service workers were infrequently the occupations of board members. Six per cent of the elected board members and partly elected board members and three per cent of the appointed board members were skilled craftsmen or foremen. Housewife was the occupation of six per cent of the elected board members, ten per cent of the partly elected board members, and three per cent of the appointed board members. Two per cent of the elected board members, five per cent of the partly elected board members, and four per cent of the appointed board members were retired from active occupations. Data were not reported for two per cent of the elected board members and three per cent of the partly elected board members. The distribution of school board members in specified occupational categories is shown in Table XXXII. It appeared that more appointed board members than elected board members were employed in the higher occupational categories.





TABLE XXXII

DISTRIBUTION OF SCHOOL BOARD MEMBERS IN SPECIFIED  
OCCUPATIONAL CATEGORIES

Occupational Categories	Elected		Partly Elected		Appointed	
	No.	Prop.	No.	Prop.	No.	Prop.
Professional and technical services	169	.384	97	.475	84	.482
Managers, officials, and business owners	139	.316	42	.206	45	.259
Sales and clerical persons	47	.107	9	.041	23	.132
Farmers	3	.007	1	.005	3	.017
Skilled craftsmen and foremen	28	.064	12	.059	6	.034
Semi-skilled and unskilled workers	10	.023	2	.010	1	.006
Service workers	0	.000	2	.010	0	.000
Housewives	27	.061	21	.103	5	.028
Retired	7	.016	11	.054	7	.040
Not specified	10	.023	7	.035	0	.000
Totals	440	1.001	204	.998	174	.998

Generally the elected board members were younger than the partly elected or the appointed board members. Twenty-six per cent of the elected board members were under forty years of age, sixty-six per cent were between forty and sixty years of age, and five per cent were over sixty years of age. Twenty-four per cent of the partly elected board members were under forty years of age, sixty-two per cent were between forty and sixty years of age, and ten per cent were over the age of sixty. Among the appointed board members fifteen per cent were under the age of forty, seventy-four per cent were between forty and



sixty years of age, and twelve per cent were over the age of sixty. Data were not reported for three per cent of the elected board members and four per cent of the partly elected board members. The distribution of school board members in specified age groups is shown in Table XXXIII.

TABLE XXXIII

## DISTRIBUTION OF SCHOOL BOARD MEMBERS IN SPECIFIED AGE GROUPS

Age Groups	Elected		Partly Elected		Appointed	
	No.	Prop.	No.	Prop.	No.	Prop.
Under forty years of age	114	.260	49	.240	26	.149
Forty to sixty years of age	290	.660	127	.622	128	.735
Over sixty years of age	21	.048	21	.103	20	.115
Not specified	15	.034	7	.035	0	.000
Totals	440	1.002	204	1.000	174	.999

Proportionately more women served on partly elected boards than on elected boards. Fourteen per cent of the partly elected board members were women; whereas eight per cent of the elected board members and four per cent of the appointed board members were women. The distribution of school board members according to sex is shown in Table XXXIV. Data were not reported for three per cent of the elected board members.

The religion of the school board members was reported as being Roman Catholic on the Roman Catholic boards and Anglican on the Anglican board.





TABLE XXXIV

## DISTRIBUTION OF SCHOOL BOARD MEMBERS ACCORDING TO SEX

Sex	Elected		Partly Elected		Appointed	
	No.	Prop.	No.	Prop.	No.	Prop.
Male	391	.889	176	.863	167	.960
Female	36	.082	28	.137	7	.040
Not specified	13	.030	0	.000	0	.000
Totals	440	1.001	204	1.000	174	1.000

Some school boards had Roman Catholic representation when the Roman Catholic population was not otherwise represented on separate boards. The distribution of school board members according to religious faith is shown in Table XXXV.

TABLE XXXV

DISTRIBUTION OF SCHOOL BOARD MEMBERS  
ACCORDING TO RELIGIOUS FAITH

Religious Faith	Elected		Partly Elected		Appointed	
	No.	Prop.	No.	Prop.	No.	Prop.
Roman Catholic	259	.589	33	.162	33	.190
Anglican*	0	.000	0	.000	52	.299
Protestant	165	.375	138	.676	84	.483
Jewish	5	.011	5	.025	5	.028
Other	5	.011	1	.005	0	.000
Not specified	6	.014	27	.132	0	.000
Totals	440	1.000	204	1.000	174	1.000

\*The distinction between Anglican and Protestant was rarely noted.





The majority of school board members were English, Irish, Scottish, or Welsh Canadians. French Canadians served on school boards with a large French Canadian population. Canadian of other descent were found on school boards in municipalities where there was a population of the same descent. The distribution of school board members according to ethnicity is shown in Table XXXVI.

TABLE XXXVI

## DISTRIBUTION OF SCHOOL BOARD MEMBERS ACCORDING TO ETHNICITY

Ethnicity	Elected		Partly	Elected		Appointed	
	No.	Prop.		No.	Prop.	No.	Prop.
English, Irish, Scotch, or Welsh Canadians	295	.670	171	.838	151	.868	
French Canadians	62	.141	10	.049	15	.086	
Other	68	.154	16	.079	8	.046	
Not specified	15	.034	7	.035	0	.000	
Totals	440	.999	204	1.001	174	1.000	

## IV. SUMMARY

The findings reported in this chapter have provided answers concerning the appointing agencies for the appointed school board members, the caucus method of nominating persons for school board elections, the liaisons that community groups have with school boards, and the educational qualifications and terms of office of trustees.



The appointed member was usually appointed by the Lieutenant-Governor-in-Council. The recommendation for the appointment was frequently made to the Lieutenant-Governor-in-Council by a municipal council, a church council, or another school board. No appointments were made directly by mayors or church councils. Among the partly elected school boards, the appointed members were appointed most frequently by other school boards; industry also appointed representatives on some of these boards as advisors concerning vocational education.

The caucus method of nominating persons for school board elections was not being used to any extent in Canada. The most frequently used method of nomination was nomination by the qualified voters.

The most frequently reported liaison between the school boards and community groups was the Teacher-Trustee Committee, occurring among all types of school boards. Advisory Vocational Councils represented the business interests among some elected and partly elected school boards. Less frequently did a school board report having a formal arrangement with the P.T.A. and the Home and School Association. However, the comment made by the superintendent of elected school board #6 was relevant and representative of the remarks made by superintendents concerning liaisons. He wrote:

The decisions made by the Board are based on the recommendations of the Superintendent who has previously consulted his administrative staff and initiated various meetings with community organizations in order to determine the educational programme that is most suitable for this particular city.





Regarding the differences between the educational qualifications of appointed and elected members, proportionately more appointed members were college graduates. Also proportionately more appointed members were in professional and technical occupations.

Longer terms of office were served by the appointed members. However, the experience on the school board of the elected member was proportionately greater.



## CHAPTER IX

### SUMMARY, CONCLUSIONS, AND IMPLICATIONS

A summary of the investigation is given in this chapter. The basic problem which was explored is outlined in relation to previous research and the theoretical framework. The instrumentation is reviewed and its limitations are discussed. This is followed by a description of the sample from whom the data were obtained. The principal findings of the investigation are summarized. Conclusions in relation to the types of school boards, the types of community groups who participate in school board decision-making, the kinds of participant behavior used, and the effectiveness of participation are drawn. Finally there is a discussion of the implications that this investigation has for educational administration and for further research.

#### I. SUMMARY

##### The Problem

The extent, kind, and effect of community participation in the decision-making activities in elected, partly elected, and appointed school boards were the major foci of investigation. The study explored whether there was a relationship between the type of school board, - elected, partly elected, and appointed, - and the participation of community groups in the making of



decisions by the board. More particularly, it asked whether, in terms of the type of school board involved, there were any differences in the amount of participation, the kinds of groups who participated, and the effectiveness of their participation.

Policy decisions in the areas of the instructional program, the student personnel, the staff personnel, the physical facilities, financing and expenditures, and relations with the community were considered to be those most likely to arouse community participation. This study explored the relationship between the type of school board and the areas of school board decision-making, as to the type of community groups who participated, the kinds of participant behavior of community groups, and the effectiveness with which community groups participated. Also investigated were the relationships between the type of community group and the kind of participant behavior used, between the type of community group and its effectiveness in influencing educational decisions, and between the kind of participant behavior used and its effectiveness in influencing educational decisions.

While data were being obtained regarding the extent, kind, and effect of participation by community groups in school board decision-making, other data concerning the composition of school boards were also being obtained. These data were concerned principally with methods of selection of school board members and the personal characteristics of school board members. There





was no intention of relating personal characteristics of school board members to the extent, kind, and effect of participation by community groups in decision-making.

Apart from the major importance of providing research evidence concerning the extent, kind, and effect of participation by community groups among the different types of school boards, the investigation was also concerned with identifying the influential community groups and how they operated in affecting school board decisions.

### Related Research

Significant research concerning community decision-making and approaches to the study of community decision-making has been produced in the fields of sociology and political science. Polsby (4), Dahl (3), and Banfield (1), have made important contributions to the growing body of research which provides valuable insights into the acquisition of valid and reliable data concerning community decision-making.

Research into school board decision-making is also being done. (2). An understanding of school systems can be gained from a knowledge of who influences the school board's decisional processes. The professional influence on school board decision-making has been documented. The administrative staff's presentation, or withholding, of information and advice has an effect on the course of action adopted by the school board. Less well-documented is



the influence of the participation by community groups on school board action. This study represents a limited investigation into this aspect of school board decision-making.

Research into the effectiveness of elected and appointed school board members has been carried out, but there appeared to be no previous research into school board decision-making that distinguished among the elected, partly elected, and appointed school boards. Also, there appeared to be limited research on how community groups actually behaved in attempting to influence educational decisions.

### The Theoretical Framework

This study viewed the school board as the central decision-maker, holding the most power in deciding not only the outcomes to educational decisions, but also whether unofficial influence would be accepted through a social choice process. The conceptual scheme reflected the importance of the following three concepts: (1) legal authority: the constitutional powers of the school board to make decisions which are legally binding; (2) technical authority: the competence and skill of the superintendent in the field of education which underlie the school board's acceptance of his influence; and (3) community participation: the willingness of the school board to recognize relevant facts and values presented by community groups and to permit them to influence the outcome to educational decisions.





### The Instrumentation

A questionnaire that could be mailed and self-administered was constructed for this study. Although it provided valuable and necessary data, it could be revised in view of limitations that were observed.

The section "Liaison with Community Groups" did not elicit in very many cases the required information concerning the total membership of the liaison committees. It was also found that the word "liaison" for many of the respondents did not have the connotation of a link between the school board and the community through which regular two-way communication could occur.

The section "Participation of Community Groups in the Solution of Educational Issues" requested the respondent to omit a reply if the issue had not confronted the school board. A suggested re-phrasing of this would be, "If the school board has not made or revised policy concerning the issue presented, omit it."

The "No participation" symbol was infrequently circled by the respondents to designate that although some community groups had participated, other groups had taken no action on the issue. This was interpreted to mean that the other community groups had not participated in this issue.

Except for the above-noted limitations which affected a portion of the responses, the questionnaire was satisfactory in obtaining the data upon which the findings were based.



### The Sample

A pilot study was undertaken to determine whether the questionnaire would provide the pertinent data. The results showed that the issues presented were of current importance, the response method clear, and the items informative. Because of the factual nature of the questionnaire, because the questionnaire needed no revision, and because the pilot study and the main study took place within a period of two months, it was determined to include the findings of the pilot study with the findings from the other school boards.

Ninety-one school boards serving fifty-three municipalities with a population over 30,000 in nine provinces were contacted. Questionnaires were returned from eighty-one school boards, including fifty-three elected, seventeen partly elected, and eleven appointed boards. Since there are regional differences in population centers, approximately two-thirds of the school boards from whom returns were received were in Ontario and Quebec.

### The Findings

The greatest extent of participation by community groups in the decision-making process occurred with the partly elected school boards; moreover, the differences in the extent of participation between the partly elected and the other types of school boards were significant. The difference in the extent of participation between the appointed and the elected school boards was not significant.





While the extent of participation was least with the appointed school boards, the effect that participation had on the final decision taken by the school board was significantly greatest with the appointed boards. This finding is intriguing, indicating possibly that appointed boards are more responsive to the "public will" when community participation makes them aware of it. Least influenced by community participation were the partly elected school boards, but differences between them and the elected boards were not significant.

The professional educator groups participated to the greatest extent among the three types of school boards. The difference in the extent of their participation was significant between the partly elected and the elected boards, but not significant between the elected and the appointed boards or between the partly elected and the appointed boards. To a significantly greater extent they made recommendations rather than presenting information or putting pressure on the school boards. Their pattern of participation was strong over all the issue areas except financing and expenditures. They were the most influential participants, rarely having no effect on decisions in which they participated.

The education-oriented groups were the next most frequent participants among the three types of school boards; however the extent of their participation was significantly less with the appointed school boards than with the other types of school boards. The pattern of their participation was strongest in the





issue area of the instructional program. Among the three types of school boards recommending behavior was their usual mode of participation and they were the most influential after the professional educator groups.

The business groups participated to a significantly greater extent with the partly elected school boards than with the other types of boards. Their pattern of participation was strongest in the issue area of financing and expenditures. Their most frequently used participant behavior among the three types of school boards was recommending. They were less influential than the education-oriented groups.

The miscellaneous or special interest groups participated to a greater extent among the partly elected and the elected school boards; however, the differences between them and the appointed boards were not significant. Their pattern of participation was strongest in the issue area of student personnel. They were pressure groups, to a significantly greater extent using urging behavior rather than informing or recommending behavior. Also they had least effect on the outcome to issues. Most of these groups were ad hoc groups; the infrequency of participation by religious organizations, ethnic associations, and trade unions was noted.

Findings regarding selection methods indicated that the majority of appointed members received their appointment officially from the Lieutenant-Governor-in-Council. The vast majority of elected members were nominated



by the qualified voters in the municipality . The caucus method was not being used .

Regarding personal characteristics of school board members , appointed members generally had more formal education than elected members . They also served for longer terms of office ; however , elected members generally had had longer experience with the school board .

## II. CONCLUSIONS

### In Relation to Types of School Boards

Elected school boards received extensive participation from P.T.A.'s, Home and School Associations, and similar groups . Also , approximately one-third of the total participation from all community groups was in the form of pressures to adopt a preferred course of action . They were less influenced by community participation than the appointed boards . This may indicate that they are less responsive to the "public will ." Alternatively , it may indicate that their method of selection gives them the assurance that they represent the wishes of the majority of citizens in the community and can reject pressures to adopt solutions that may be contrary to majority wishes .

The partly elected school boards were associated with the greatest extent of participation . Like the other types of school boards , the greatest amount of participation came from the professional educator groups and the





education-oriented groups. However, other sectors of the community expressed their points of view more frequently with them than with the other types of boards. More recommendations and fewer pressures by community groups occurred among them. Less influenced by community participation than the other types of boards, they did take into consideration the views of the community on different issues. Findings like these lead to the conclusion that the partly elected boards are most fully representative of and responsive to the community's educational aspirations.

There was less participation in decision-making by community groups with the appointed school boards than with the other types of school boards, but the difference between the appointed and the elected boards was not significant. The participation by community groups with the appointed boards had no effect on the outcomes of decisions in one instance only. What appears is that although participation is less frequent, it has more effect on decision-making. This finding does not appear to be due solely to the types of community groups who participated or the kinds of participant behavior they used.

Relating the extent of participation to the method of selection, presuming that participation represents a board's willingness to consider relevant facts and values, one might conclude that appointed boards are less accepting of community participation. But their responsiveness to participation when it does occur indicates that they do permit relevant facts and values to influence



their decisions; they may be more responsive to the "public will." Alternatively, because of their method of selection, they may be more remote from the community and be more swayed by delegations who appear to represent the "public will."

The major criticism that appointed school boards are not democratic is more denied than reinforced by the research findings. Such a criticism would be reinforced if appointed boards were less responsive to community participation when it does occur.

### In Relation to Community Groups

Teachers organizations and principals associations had a strong pattern of participation, and it was strong over all issue areas except financing and expenditures. Their professional competence was accepted, even sought, on the majority of school board policies.

The degree to which community groups, other than the professional educator groups, actively participated in decision-making among all types of school boards indicates that their needs are being met satisfactorily, or that school boards are relatively isolated from their public, or that lay citizens are generally apathetic about the quality and the quantity of education provided by the school board. A professional educator would prefer to accept the first conclusion; however, there are dangers in overlooking the alternative conclusions. A school system isolated from its public or a school system





receiving apathetic attention from its public may not meet the educational needs of the community .

### In Relation to Participant Behavior

Making recommendations which indicate preferences for a specific course of action was the usual way in which education-oriented, professional educator, and business groups participated in school board decision-making . Informing behavior by all groups, but particularly by the miscellaneous or special interest groups, was an infrequently used method of participation . The ad hoc groups were the pressure groups in the issues which affected them . Education-oriented groups exerted pressures in one-third of their encounters with school boards . The professional educator groups became pressure groups only in the area of staff personnel . Otherwise, there were few pressures, implying the conclusion that large Canadian school systems are relatively free of pressure groups .

### In Relation to the Effect of Participation

Relatively few incidents occurred when a community group's participation had no effect on the outcome to a decision . One may safely conclude that, while guarding its role as central decision-maker, the school board provides a forum in which the social choice process can operate, permitting the consideration of relevant facts and values . That all types of school boards approximate in





their general features the logical model of decision-making that is preferable is a reasonable conclusion.

### III. IMPLICATIONS

#### For Educational Administration

The significant findings of this investigation have major implications for educational administration. Many of these findings reinforce what has been sensed, rather than proved, about the participation by community groups in school board decision-making. While providing the research evidence to support the sensed awarenesses, they also have directed attention to other aspects of school board decision-making and to the methods of selection of school board members.

Because legislation guarantees religion privileges in many of the provinces, because language privileges are provided where feasible, because segregation issues have not arisen, Canadian school boards do not face bitter conflicts with alienated sectors of the community. The findings suggest that to maintain such an enviable situation, Canadian school administrators retain informal, if not formal, liaisons with all sectors of the community and accommodate policies to their needs where practical.

The influence of the professional staff, both administrative and teaching, is extremely high, so high that the isolation of the school board from the lay



public could become a danger, both because its isolation induces apathy among the citizens and because it becomes remote from the educational needs of the community and the values which determine those needs. The findings suggest that P.T.A.-Trustee Councils and Advisory Vocational Councils may provide a two-way communication link between the school board members and their public.

Regarding the different methods of selection, the findings do not advocate one method over another. The lesser participation by community groups in decision-making among the appointed school boards does not undeniably imply a need to change methods of selection. The charge of appointed school boards' being undemocratic has little evidence in this study to support it, due to the responsiveness of the appointed boards when community groups make their views known.

#### For Further Research

The present study has focussed solely on limited aspects of the decision-making process, has been delimited to the larger urban boards, and has been conducted by a survey of superintendents' perceptions of the participation by community groups and its effect on decisional outcomes. Further research in these areas would provide valuable insights.

A study of the nature and extent of the participation by the professional staff in school board decision-making as viewed alternatively by themselves





and the school board members would be worthwhile . It would provide a basis to compare whether school boards are as much influenced by professional advice as they appear to be .

The findings presented in this study were reported by superintendents . It may be that community groups do not feel that their views are being taken into consideration in educational decisions . The attitude of community groups toward the different types of school boards would be a worthwhile study . Although not a thoroughly conclusive indication of democratic or autocratic decision-making, it would be a useful and interesting research project .

No indications were made in this study to determine whether participation initiated, blocked, or supported school board action . A knowledge of the groups who support and the groups who block educational issues would be valuable .

A study of the participation by community groups in decision-making among school boards in smaller cities would provide useful information concerning the similarities and differences between large and small city school boards . It may be that pressure groups operate to a greater extent in the smaller cities .

Finally , a case study in depth concerning the decision-making process in a school board is suggested as a further research project . Such a study would provide much of the evidence not presented in this study . Focussing on all the



participants in the current issues, it would provide deep and meaningful insights into understanding school board operation.



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## APPENDIX A

### THE ENGLISH QUESTIONNAIRE



## SCHOOL BOARD QUESTIONNAIRE

## I. GENERAL INFORMATION

1. Name and title of reporting official: \_\_\_\_\_

\_\_\_\_\_

2. Official name of the school board: \_\_\_\_\_

\_\_\_\_\_

3. Address: \_\_\_\_\_  
Street City Province

4. Check the pupil enrollment at the beginning of the school year 1965-66..

- |          |                 |          |                   |
|----------|-----------------|----------|-------------------|
| a) _____ | Less than 5,000 | f) _____ | 30,000 - 49,999   |
| b) _____ | 5,000 - 9,999   | g) _____ | 50,000 - 74,999   |
| c) _____ | 10,000 - 14,999 | h) _____ | 75,000 - 99,999   |
| d) _____ | 15,000 - 19,999 | i) _____ | 100,000 - 149,999 |
| e) _____ | 20,000 - 29,999 | j) _____ | 150,000 or more   |

5. Indicate both the HIGHEST and the LOWEST school grades operated by the school board: (Use K to signify kindergarten)

a) \_\_\_\_\_ Highest grade                      b) \_\_\_\_\_ Lowest grade

6. Indicate the population in the municipality (municipalities) served by your school board:

- |          |                                      |
|----------|--------------------------------------|
| a) _____ | Under 20,000                         |
| b) _____ | Over 20,000 but less than 30,000     |
| c) _____ | Over 30,000 but less than 50,000     |
| d) _____ | Over 50,000 but less than 75,000     |
| e) _____ | Over 75,000 but less than 100,000    |
| f) _____ | Over 100,000 but less than 250,000   |
| g) _____ | Over 250,000 but less than 500,000   |
| h) _____ | Over 500,000 but less than 750,000   |
| i) _____ | Over 750,000 but less than 1,000,000 |
| j) _____ | Over 1,000,000                       |



## II. SELECTION OF SCHOOL BOARD MEMBERS

7. How many members serve on the school board? \_\_\_\_\_
8. Indicate the regular term of office of school board members:
- |          |             |          |                      |
|----------|-------------|----------|----------------------|
| a) _____ | One Year    | e) _____ | Five Years           |
| b) _____ | Two Years   | f) _____ | Six Years            |
| c) _____ | Three Years | g) _____ | Other (e.g. life     |
| d) _____ | Four Years  |          | term, serves at      |
|          |             |          | pleasure of appoint- |
|          |             |          | ing body, etc.)      |
9. Indicate how many members are selected for office by the following methods:
- a) \_\_\_\_\_ By election (If all members are elected, omit questions 12 - 13)
- b) \_\_\_\_\_ By appointment (If all members are appointed, omit questions 10 - 11)
10. If school board members are elected, indicate how many candidates are nominated for election by each of the following methods:
- a) \_\_\_\_\_ Individual announcement
- b) \_\_\_\_\_ Nominated by qualified voters
- c) \_\_\_\_\_ Public meeting
- d) \_\_\_\_\_ Caucus (Official or unofficial small group meetings of leaders or representatives of groups, held to select a slate of candidates in advance of an election or the official time for making nominations)
- e) \_\_\_\_\_ Other (Specify) \_\_\_\_\_
11. If a caucus was held in connection with the last school board election, who was responsible for choosing caucus members:
- a) \_\_\_\_\_ School board
- b) \_\_\_\_\_ Local government official or agency
- c) \_\_\_\_\_ Education-oriented organization (e.g. PTA, citizens committee for better education, etc.)
- d) \_\_\_\_\_ Religiously-affiliated organization
- e) \_\_\_\_\_ Ethnic organization
- f) \_\_\_\_\_ Teachers or principals association
- g) \_\_\_\_\_ Other (Specify) \_\_\_\_\_
- h) \_\_\_\_\_ Not known





12. If the school board is appointed, indicate how many members are appointed by the following agencies or officials:

- a) \_\_\_\_\_ Lieutenant-Governor-in-Council
- b) \_\_\_\_\_ Mayor of the municipality
- c) \_\_\_\_\_ Municipal council
- d) \_\_\_\_\_ Civic organization
- e) \_\_\_\_\_ Church dignitary, bishop or archbishop
- f) \_\_\_\_\_ Church council
- g) \_\_\_\_\_ Another school board
- h) \_\_\_\_\_ Other (Specify) \_\_\_\_\_

13. If the school board members are appointed, indicate how many members are appointed on the following basis.

- a) \_\_\_\_\_ Educator
- b) \_\_\_\_\_ Interest in education
- c) \_\_\_\_\_ Represent religious interests
- d) \_\_\_\_\_ Represent ethnic interests
- e) \_\_\_\_\_ Represent business interests
- f) \_\_\_\_\_ Represent a district, ward, or parish in the municipality
- g) \_\_\_\_\_ Represent municipal interests
- h) \_\_\_\_\_ Represent provincial interests
- i) \_\_\_\_\_ Other (Specify) \_\_\_\_\_

### III. LIAISON WITH COMMUNITY GROUPS

14. Does the school board have a continuing or formal arrangement (e.g. parents committees, citizens advisory councils, teachers committees, etc.) through which representatives of groups may advise, inform, or make known to the school board their points of view concerning education?

- a) \_\_\_\_\_ Yes
- b) \_\_\_\_\_ No

15. How many such committees are formally recognized by the school board?

- a) \_\_\_\_\_ One
- b) \_\_\_\_\_ Two
- c) \_\_\_\_\_ Three
- d) \_\_\_\_\_ Four or more



16. For each of the committees, indicate the name and the number of members representing each of the various groups:

A. Name \_\_\_\_\_

- a) \_\_\_\_\_ School board members
- b) \_\_\_\_\_ Members representing the central office staff  
(e.g. superintendents, directors, heads of departments, supervisors, etc.)
- c) \_\_\_\_\_ Members representing teachers organizations
- d) \_\_\_\_\_ Members representing parents organizations
- e) \_\_\_\_\_ Members representing other organizations (Specify which) \_\_\_\_\_

B. Name \_\_\_\_\_

- a) \_\_\_\_\_ School board members
- b) \_\_\_\_\_ Members representing the central office staff  
(e.g. superintendents, directors, heads of departments, supervisors, etc.)
- c) \_\_\_\_\_ Members representing teachers organizations
- d) \_\_\_\_\_ Members representing parents organizations
- e) \_\_\_\_\_ Members representing other organizations (Specify which) \_\_\_\_\_

C. Name \_\_\_\_\_

- a) \_\_\_\_\_ School board members
- b) \_\_\_\_\_ Members representing central office staff
- c) \_\_\_\_\_ Members representing teachers organizations
- d) \_\_\_\_\_ Members representing parents organizations
- e) \_\_\_\_\_ Members representing other organizations (Specify which) \_\_\_\_\_





D. Name \_\_\_\_\_

- a) \_\_\_\_\_ School board members
- b) \_\_\_\_\_ Members representing the central office staff
- c) \_\_\_\_\_ Members representing teachers organizations
- d) \_\_\_\_\_ Members representing parents organizations
- e) \_\_\_\_\_ Members representing other organizations (Specify which) \_\_\_\_\_

#### IV. PERSONAL CHARACTERISTICS OF PRESENT SCHOOL BOARD MEMBERS

17. Indicate how many members are in the following categories of years of experience with this school board: (Estimate if necessary)

- a) \_\_\_\_\_ Less than one year
- b) \_\_\_\_\_ One year or more but less than two years
- c) \_\_\_\_\_ Two years or more but less than three years
- d) \_\_\_\_\_ Three years or more but less than five years
- e) \_\_\_\_\_ Five years or more but less than seven years
- f) \_\_\_\_\_ Seven years or more but less than ten years
- g) \_\_\_\_\_ Ten years or more but less than fifteen years
- h) \_\_\_\_\_ Fifteen years or more but less than twenty years
- i) \_\_\_\_\_ More than twenty years

18. Indicate how many members are in the following categories of educational background: (Estimate if necessary)

- a) \_\_\_\_\_ Completed elementary school with no high school education
- b) \_\_\_\_\_ Completed elementary school with some high School education
- c) \_\_\_\_\_ High school graduate with no college education
- d) \_\_\_\_\_ High school graduate with some college education
- e) \_\_\_\_\_ College graduate with no post-graduate education
- f) \_\_\_\_\_ College graduate with some post-graduate education
- g) \_\_\_\_\_ Master's, licentiate, or doctoral graduate
- h) \_\_\_\_\_ Other (Specify) \_\_\_\_\_



19. Indicate how many school board members are in the following occupational categories: (Estimate if necessary)

- a) \_\_\_\_\_ Professional and technical services (Persons whose occupation is based on the established principles of a profession, science or art which requires professional, scientific, or technical knowledge gained through academic study or extensive experience, such as, physicians, lawyers, teachers, chemical engineers, clergymen, accountants, radio technicians, dental technicians, social scientists, draftsmen, designers, etc.)
- b) \_\_\_\_\_ Managers, officials, and business owners (except farmers) (Persons who manage all or part of a business for another person or agency; or is an official of a company, corporation, or government agency, such as store owners and managers, corporation vice-presidents, apartment managers, bank managers, executive secretaries of associations, etc.)
- c) \_\_\_\_\_ Sales and clerical personnel (Persons who are engaged in buying or selling or in performing office activities, usually under supervision, such as, advertising agents, salesmen, secretaries, bookkeepers, mail carriers, ticket agents, bank tellers, etc.)
- d) \_\_\_\_\_ Farmers (persons who as owners, managers, or tenants operate a farm for the production of crops, plants, livestock, etc.)
- e) \_\_\_\_\_ Skilled craftsmen, other skilled workers, and foremen (Persons who are engaged in manual pursuits which usually require a long period of training or apprenticeship, manual dexterity, and the ability to work with a minimum of supervision, such as carpenters, brick masons, plumbers, electricians, bakers, typesetters, machinists, tailors, etc.)
- f) \_\_\_\_\_ Semi-skilled and unskilled workers (Persons engaged in manual pursuits which do not usually require a long period of preliminary training or a high degree of manual dexterity, such as railroad switchmen, truck and bus drivers, steel-workers, laborers, etc.)



- g) \_\_\_\_\_ Service workers (Persons engaged in an activity that usually does not require a long period of period of preliminary training or a high degree of manual dexterity, but which is primarily concerned with providing services for others rather than the production of a tangible commodity, such as hospital attendants, barbers, beauticians, elevator operators, guards, caretakers, etc.)
- h) \_\_\_\_\_ Housewives (Women whose work primarily involves running a household)
- i) \_\_\_\_\_ Retired (Persons no longer actively engaged in an occupation)
- j) \_\_\_\_\_ Other (Specify) \_\_\_\_\_
- 
20. Indicate how many school board members are in the following age groups: (Estimate if necessary)
- a) \_\_\_\_\_ Under thirty years of age
- b) \_\_\_\_\_ Between thirty and forty years of age
- c) \_\_\_\_\_ Between forty and fifty years of age
- d) \_\_\_\_\_ Between fifty and sixty years of age
- e) \_\_\_\_\_ Over sixty years of age
21. How many women members serve on the school board? \_\_\_\_\_
22. How many members are of the following religious faiths?
- a) \_\_\_\_\_ Roman Catholic
- b) \_\_\_\_\_ Protestant
- c) \_\_\_\_\_ Jewish
- d) \_\_\_\_\_ Other
23. How many members are of the following nationalities:
- a) \_\_\_\_\_ English, Irish, Scotch, or Welsh Canadians
- b) \_\_\_\_\_ French Canadians
- c) \_\_\_\_\_ Others (Specify) \_\_\_\_\_





## V. PARTICIPATION OF COMMUNITY GROUPS IN THE SOLUTION OF EDUCATIONAL ISSUES

When a school board is confronted with a problem or an issue which is somehow unique in that it requires an entirely new policy or the review of an existing policy, or it involves relatively major values of relatively large number of people, the school board may receive advice or information to help in the solution.

Following are descriptions of problems of this type. We would like you to indicate to what extent various community groups participate in the solution to the problem during the official school board meetings. The group's participation may initiate, support, or block action by the school board. Such participation may take the form of writing letters to the school board, submitting petitions or briefs, speaking at meetings, sending representatives to present the viewpoint of the group, or similar activities.

### THE TYPES OF COMMUNITY GROUPS ARE DESIGNATED AS FOLLOWS:

Education-oriented groups:	Such groups as parent-teacher associations, home and school associations, citizen advisory councils, better education associations, etc.
Professional educator groups:	Such groups as teachers associations, principals associations, etc.
Business groups:	Groups employed by profit-making organizations, such as commercial and industrial enterprises and business firms, and Chamber of Commerce.
Miscellaneous groups:	Groups not primarily education-oriented or business-oriented, such as religiously affiliated groups, ethnic groups, civic associations, fraternal clubs, trade unions, and special interest groups which may operate solely for the duration of one issue. (You are asked to specify what the miscellaneous group represents.)



# THE CATEGORIES OF PARTICIPATION ARE DESIGNATED AS FOLLOWS:

N - No participation:	No action .
I - Informing:	Presentation of facts and values relevant to the solution of the problem but no indication of preferences for a specific outcome .
R - Recommending:	Indication of preferences for a specific course of action but no prevailing on the school board to adopt this course of action .
U - Urging:	Pressure to adopt the preferred course of action .

After each of the problems, indicate, by circling the appropriate letter N I R U, which of the categories best describes the extent to which the various community groups participate in the solution of the issue .

Also, after each community group where I, R, or U has been circled, indicate by circling the appropriate word MUCH, SOME, or NONE your opinion of the effect that the group's participation had on the decision made by the school board .

IF THE PROBLEM HAS NEVER CONFRONTED THE SCHOOL BOARD, OMIT IT .

- a) The extension of the school program, e.g., the introduction of kindergartens, nursery schools, junior colleges, etc .

Education-oriented groups	N I R U	MUCH	SOME	NONE
Professional educator groups	N I R U	MUCH	SOME	NONE
Business groups	N I R U	MUCH	SOME	NONE
Miscellaneous (Specify)				
_____	N I R U	MUCH	SOME	NONE
_____	N I R U	MUCH	SOME	NONE





- b) Lowering or raising the grade in which a course is taught, e.g., introducing a course in second language instruction, French for English-speaking pupils or English for French-speaking pupils in a grade lower than that in which it presently is taught, etc.

Education-oriented groups	N	I	R	U	MUCH	SOME	NONE
---------------------------	---	---	---	---	------	------	------

Professional educator groups	N	I	R	U	MUCH	SOME	NONE
------------------------------	---	---	---	---	------	------	------

Business groups	N	I	R	U	MUCH	SOME	NONE
-----------------	---	---	---	---	------	------	------

Miscellaneous (Specify)							
-------------------------	--	--	--	--	--	--	--

_____	N	I	R	U	MUCH	SOME	NONE
-------	---	---	---	---	------	------	------

_____	N	I	R	U	MUCH	SOME	NONE
-------	---	---	---	---	------	------	------

- c) The adoption of a text-book, e.g., one that presents a viewpoint not commonly accepted by various religious or ethnic groups in Canada, etc.

Education-oriented groups	N	I	R	U	MUCH	SOME	NONE
---------------------------	---	---	---	---	------	------	------

Professional groups	N	I	R	U	MUCH	SOME	NONE
---------------------	---	---	---	---	------	------	------

Business groups	N	I	R	U	MUCH	SOME	NONE
-----------------	---	---	---	---	------	------	------

Miscellaneous (Specify)							
-------------------------	--	--	--	--	--	--	--

_____	N	I	R	U	MUCH	SOME	NONE
-------	---	---	---	---	------	------	------

_____	N	I	R	U	MUCH	SOME	NONE
-------	---	---	---	---	------	------	------



- d) Introducing a new course into the school program, e.g., a course in religious education, sex education, driver education, etc.

Education-oriented groups	N	I	R	U	MUCH	SOME	NONE
Professional educator groups	N	I	R	U	MUCH	SOME	NONE
Business groups	N	I	R	U	MUCH	SOME	NONE
Miscellaneous (Specify)							
_____	N	I	R	U	MUCH	SOME	NONE
_____	N	I	R	U	MUCH	SOME	NONE

- e) A change in the placement of exceptional pupils, e.g., locating all the gifted pupils in a central school, removing slow learners from regular classes, etc.

Education-oriented groups	N	I	R	U	MUCH	SOME	NONE
Professional educator groups	N	I	R	U	MUCH	SOME	NONE
Business groups	N	I	R	U	MUCH	SOME	NONE
Miscellaneous (Specify)							
_____	N	I	R	U	MUCH	SOME	NONE
_____	N	I	R	U	MUCH	SOME	NONE



- f) The setting of policy regarding dress and grooming standards for pupils.

Education-oriented groups	N	I	R	U	MUCH	SOME	NONE
Professional educator groups	N	I	R	U	MUCH	SOME	NONE
Business groups	N	I	R	U	MUCH	SOME	NONE
Miscellaneous (Specify)							
_____	N	I	R	U	MUCH	SOME	NONE
_____	N	I	R	U	MUCH	SOME	NONE

- g) A change in the boundaries of school attendance areas.

Education-oriented groups	N	I	R	U	MUCH	SOME	NONE
Professional educator groups	N	I	R	U	MUCH	SOME	NONE
Business groups	N	I	R	U	MUCH	SOME	NONE
Miscellaneous (Specify)							
_____	N	I	R	U	MUCH	SOME	NONE
_____	N	I	R	U	MUCH	SOME	NONE

- h) The hiring of non-certificated personnel, who are specialists in their fields, to teach a special subject, e.g., musicians to teach music, artists to teach art, etc.





Education-oriented groups	N	I	R	U	MUCH	SOME	NONE
Professional educator groups	N	I	R	U	MUCH	SOME	NONE
Business groups	N	I	R	U	MUCH	SOME	NONE
Miscellaneous (Specify)							
_____	N	I	R	U	MUCH	SOME	NONE
_____	N	I	R	U	MUCH	SOME	NONE
i) An issue regarding the suspension of a teacher .							
Education-oriented groups	N	I	R	U	MUCH	SOME	NONE
Professional educator groups	N	I	R	U	MUCH	SOME	NONE
Business groups	N	I	R	U	MUCH	SOME	NONE
Miscellaneous (Specify)							
_____	N	I	R	U	MUCH	SOME	NONE
_____	N	I	R	U	MUCH	SOME	NONE
j) A change in salary schedules or working conditions for teaching personnel .							
Education-oriented groups	N	I	R	U	MUCH	SOME	NONE
Professional educator groups	N	I	R	U	MUCH	SOME	NONE
Business groups	N	I	R	U	MUCH	SOME	NONE
Miscellaneous (Specify)							
_____	N	I	R	U	MUCH	SOME	NONE
_____	N	I	R	U	MUCH	SOME	NONE



- k) The introduction of new technology as instructional aids, e.g., educational television, programmed learning, etc.

Education-oriented groups	N	I	R	U	MUCH	SOME	NONE
Professional educator groups	N	I	R	U	MUCH	SOME	NONE
Business groups	N	I	R	U	MUCH	SOME	NONE
Miscellaneous (Specify)							
_____	N	I	R	U	MUCH	SOME	NONE
_____	N	I	R	U	MUCH	SOME	NONE

- l) New architectural designs for school buildings, e.g., large instructional areas, individual study carrels, etc.

Education-oriented groups	N	I	R	U	MUCH	SOME	NONE
Professional educator groups	N	I	R	U	MUCH	SOME	NONE
Business groups	N	I	R	U	MUCH	SOME	NONE
Miscellaneous (Specify)							
_____	N	I	R	U	MUCH	SOME	NONE
_____	N	I	R	U	MUCH	SOME	NONE

- m) The location of a school, where a new school should be built.

Education-oriented groups	N	I	R	U	MUCH	SOME	NONE
---------------------------	---	---	---	---	------	------	------





Professional educator groups	N	I	R	U	MUCH	SOME	NONE
Business groups	N	I	R	U	MUCH	SOME	NONE
Miscellaneous (Specify)							
_____	N	I	R	U	MUCH	SOME	NONE
_____	N	I	R	U	MUCH	SOME	NONE
n) The raising or lowering of the property tax rate for school purposes .							
Education-oriented groups	N	I	R	U	MUCH	SOME	NONE
Professional educator groups	N	I	R	U	MUCH	SOME	NONE
Business groups	N	I	R	U	MUCH	SOME	NONE
Miscellaneous (Specify)							
_____	N	I	R	U	MUCH	SOME	NONE
_____	N	I	R	U	MUCH	SOME	NONE
o) Long-term borrowing to meet capital outlay expenditures .							
Education-oriented groups	N	I	R	U	MUCH	SOME	NONE
Professional educator groups	N	I	R	U	MUCH	SOME	NONE
Business groups	N	I	R	U	MUCH	SOME	NONE
Miscellaneous (Specify)							
_____	N	I	R	U	MUCH	SOME	NONE
_____	N	I	R	U	MUCH	SOME	NONE



## p) Increasing school expenditures.

Education-oriented groups	N	I	R	U	MUCH	SOME	NONE
Professional educator groups	N	I	R	U	MUCH	SOME	NONE
Business groups	N	I	R	U	MUCH	SOME	NONE
Miscellaneous (Specify)							
_____	N	I	R	U	MUCH	SOME	NONE
_____	N	I	R	U	MUCH	SOME	NONE

## q) A change in the policy regarding the use of pupils for out-of-school activities, e.g., students collecting for charitable organizations, the school band playing for civic affairs, etc.

Education-oriented groups	N	I	R	U	MUCH	SOME	NONE
Professional educator groups	N	I	R	U	MUCH	SOME	NONE
Business groups	N	I	R	U	MUCH	SOME	NONE
Miscellaneous (Specify)							
_____	N	I	R	U	MUCH	SOME	NONE
_____	N	I	R	U	MUCH	SOME	NONE

## r) A change in the policy regarding the use of school premises by community organizations

Education-oriented groups	N	I	R	U	MUCH	SOME	NONE
Professional educator groups	N	I	R	U	MUCH	SOME	NONE



17.

Business groups	N	I	R	U	MUCH	SOME	NONE
Miscellaneous (Specify)							
_____	N	I	R	U	MUCH	SOME	NONE
_____	N	I	R	U	MUCH	SOME	NONE
s) The introduction of a new method of reporting pupil progress to parents .							
Education-oriented groups	N	I	R	U	MUCH	SOME	NONE
Professional educator groups	N	I	R	U	MUCH	SOME	NONE
Business groups	N	I	R	U	MUCH	SOME	NONE
Miscellaneous (Specify)							
_____	N	I	R	U	MUCH	SOME	NONE
_____	N	I	R	U	MUCH	SOME	NONE

There may be issues other than the ones suggested which recently confronted your school board and aroused participation from community groups. In the space provided, please indicate the general nature of the issue and response in the given format .

Issue: \_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

Education-oriented groups	N	I	R	U	MUCH	SOME	NONE
Professional educator groups	N	I	R	U	MUCH	SOME	NONE
Business groups	N	I	R	U	MUCH	SOME	NONE
Miscellaneous (Specify)							
_____	N	I	R	U	MUCH	SOME	NONE
_____	N	I	R	U	MUCH	SOME	NONE





Issue: \_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

Education-oriented groups	N	I	R	U	MUCH	SOME	NONE
---------------------------	---	---	---	---	------	------	------

Professional educator groups	N	I	R	U	MUCH	SOME	NONE
------------------------------	---	---	---	---	------	------	------

Business groups	N	I	R	U	MUCH	SOME	NONE
-----------------	---	---	---	---	------	------	------

Miscellaneous (Specify)

_____	N	I	R	U	MUCH	SOME	NONE
-------	---	---	---	---	------	------	------

_____	N	I	R	U	MUCH	SOME	NONE
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Issue: \_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

Education-oriented groups	N	I	R	U	MUCH	SOME	NONE
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Professional educator groups	N	I	R	U	MUCH	SOME	NONE
------------------------------	---	---	---	---	------	------	------

Business groups	N	I	R	U	MUCH	SOME	NONE
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Miscellaneous (Specify)

_____	N	I	R	U	MUCH	SOME	NONE
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_____	N	I	R	U	MUCH	SOME	NONE
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## APPENDIX B

### THE FRENCH QUESTIONNAIRE



## QUESTIONNAIRE SUR LES COMMISSIONS SCOLAIRES

## I. RENSEIGNEMENTS GENERAUX

- I. Nom et titre du répondant: \_\_\_\_\_

2. Nom officiel de la commission scolaire: \_\_\_\_\_

3. Adresse: \_\_\_\_\_
- | Rue | Ville | Province |
|-----|-------|----------|
|     |       |          |

Rue

Vile

Province

4. Indiquer le nombre d'inscriptions au début de l'année scolaire 1965-66:

- |          |                 |          |                   |
|----------|-----------------|----------|-------------------|
| a) _____ | Moins de 5,000  | f) _____ | 30,000 - 49,999   |
| b) _____ | 5,000 - 9,999   | g) _____ | 50,000 - 74,999   |
| c) _____ | 10,000 - 14,999 | h) _____ | 75,000 - 99,999   |
| d) _____ | 15,000 - 19,999 | i) _____ | 100,000 - 149,999 |
| e) _____ | 20,000 - 29,999 | j) _____ | 150,000 au plus   |

b)            5,000 - 9,999

g)                      50,000 – 74,999

c) 10,000 - 14,999

h)            75,000 - 99,999

d)                      15,000 - 19,999

i)                      100,000 – 149,999

e)                      20,000 - 29,999

i) 150,000 au plus

5. Indiquer la plus haute et la plus basse des classes sous la direction de la commission scolaire: (K signifie maternelle)

- a) plus haute                      b) plus basse

6. Indiquer la population de la ville (les villes) desservie par la commission scolaire;

- a) \_\_\_\_\_ Moins de 20,000
- b) \_\_\_\_\_ Plus de 20,000 mais moins de 30,000
- c) \_\_\_\_\_ Plus de 30,000 mais moins de 50,000
- d) \_\_\_\_\_ Plus de 50,000 mais moins de 75,000
- e) \_\_\_\_\_ Plus de 75,000 mais moins de 100,000
- f) \_\_\_\_\_ Plus de 100,000 mais moins de 250,000
- g) \_\_\_\_\_ Plus de 250,000 mais moins de 500,000
- h) \_\_\_\_\_ Plus de 500,000 mais moins de 750,000
- i) \_\_\_\_\_ Plus de 750,000 mais moins de 1,000,000
- j) \_\_\_\_\_ Plus de 1,000,000.

b)          Plus de 20,000 mais moins de 30,000

c) Plus de 30,000 mais moins de 50,000

d)                      Plus de 50,000 mais moins de 75,000

e)            Plus de 75,000 mais moins de 100,000

f)                      Plus de 100,000 mais moins de 250,000

g) Plus de 250,000 mais moins de 500,000

h)                      Plus de 500,000 mais moins de 750,000

i) Plus de 750,000 mais moins de 1,000,000

j) Plus de 1,000,000.



## II. SELECTION DES COMMISSAIRES

7. Combien y a-t-il de commissaires? \_\_\_\_\_

8. Indiquer la durée du mandat des commissaires:

- |          |            |          |                                      |
|----------|------------|----------|--------------------------------------|
| a) _____ | Un an      | f) _____ | Six ans                              |
| b) _____ | Deux ans   | g) _____ | Autres (à vie, au bon plaisir, etc.) |
| c) _____ | Trois ans  |          |                                      |
| d) _____ | Quatre ans |          |                                      |
| e) _____ | Cinq ans   |          |                                      |

9. Indiquer le mode de sélection des commissaires et le nombre de commissaires choisis de chaque façon:

- a) \_\_\_\_\_ Par voie de scrutin (Si tous les commissaires sont choisis par voie de scrutin, omettre les questions 12 - 13.)
- b) \_\_\_\_\_ Par nomination (appointment) (Si tous les commissaires sont choisis par nomination, omettre les questions 10 - 11.)

10. Si les commissaires sont choisis par voie de scrutin, indiquer combien de candidats sont présentés aux élections par chacune des méthodes suivantes:

- a) \_\_\_\_\_ Initiative personnelle
- b) \_\_\_\_\_ Designé par les électeurs qualifiés
- c) \_\_\_\_\_ Assemblée publique
- d) \_\_\_\_\_ Caucus (Assemblées officielles ou non-officielles des chefs ou représentants des groupes qui choisissent les candidats avant l'élection ou la date officielle de mise en candidature)
- e) \_\_\_\_\_ Autre (Spécifier) \_\_\_\_\_

11. Si un caucus a eu lieu lors de la dernière élection des commissaires, qui était responsable du choix des membres du caucus:

- a) \_\_\_\_\_ La commission scolaire
- b) \_\_\_\_\_ Un édile municipal
- c) \_\_\_\_\_ Un organisme pour l'amélioration de l'enseignement (Association Parents-Maîtres, etc.)
- d) \_\_\_\_\_ Un organisme affiliée à une église
- e) \_\_\_\_\_ Un organisme ethnique
- f) \_\_\_\_\_ Une association d'instituteurs ou de directeurs d'écoles
- g) \_\_\_\_\_ Autres (Spécifier) \_\_\_\_\_
- h) \_\_\_\_\_ Non-connu





12. Si les commissaires sont nommés (appointment), indiquer combien de commissaires sont nommés par les personnes ou les organismes suivants:

- a) \_\_\_\_\_ Le gouvernement provincial
- b) \_\_\_\_\_ Le maire de la municipalité
- c) \_\_\_\_\_ Le conseil municipal
- d) \_\_\_\_\_ Un organisme civique
- e) \_\_\_\_\_ Un dignitaire d'église, évêque ou archevêque
- f) \_\_\_\_\_ Un conseil d'église
- g) \_\_\_\_\_ Une autre commission scolaire
- h) \_\_\_\_\_ Autre (Spécifier) \_\_\_\_\_

13. Si les commissaires sont nommés (appointment), indiquer combien de commissaires sont nommés selon les critères suivants:

- a) \_\_\_\_\_ Educateur
- b) \_\_\_\_\_ Intérêt à l'enseignement
- c) \_\_\_\_\_ Représente les groupes religieux
- d) \_\_\_\_\_ Représente les groupes ethniques
- e) \_\_\_\_\_ Représente le monde des affaires
- f) \_\_\_\_\_ Représente un district, un quartier, ou une paroisse de la municipalité
- g) \_\_\_\_\_ Représente le gouvernement municipal
- h) \_\_\_\_\_ Représente le gouvernement provincial
- i) \_\_\_\_\_ Autre (Spécifier) \_\_\_\_\_

### III. LIAISON AVEC LES CORPS INTERMEDIAIRES DE LA LOCALITE

14. Est-ce que la commission scolaire a pris des dispositions d'une nature permanente et officielle afin de créer des liens de communication pour obtenir renseignements, et pour aviser les organismes, tels que les comités de parents ou de contribuables, ou de professeurs, qui portent un intérêt particulier aux écoles?

- a) \_\_\_\_\_ Oui
- b) \_\_\_\_\_ Non

15. Combien de tels comités jouissent d'une reconnaissance officielle de la part de la commission scolaire?

- |          |      |          |        |
|----------|------|----------|--------|
| a) _____ | Un   | c) _____ | Trois  |
| b) _____ | Deux | d) _____ | Quatre |

16. Pour chacun des comités, indiquer le nom et le nombre de membres que représentent chacun des groupes divers:



A. Nom \_\_\_\_\_

- a) \_\_\_\_\_ Commissaires
- b) \_\_\_\_\_ Représentants de la direction des études (directeur général, directeurs des études, chefs de départements, etc.)
- c) \_\_\_\_\_ Représentants des associations d'instituteurs
- d) \_\_\_\_\_ Représentants des associations de parents
- e) \_\_\_\_\_ Représentants d'autres associations (Spécifier lesquels)

\_\_\_\_\_

B. Nom \_\_\_\_\_

- a) \_\_\_\_\_ Commissaires
- b) \_\_\_\_\_ Représentants de la direction des études (directeur général, directeurs des études, chefs de départements, etc.)
- c) \_\_\_\_\_ Représentants des associations d'instituteurs
- d) \_\_\_\_\_ Représentants des associations de parents
- e) \_\_\_\_\_ Représentants d'autres associations (Spécifier lesquels)

\_\_\_\_\_

C. Nom \_\_\_\_\_

- a) \_\_\_\_\_ Commissaires
- b) \_\_\_\_\_ Représentants de la direction des études (directeur général, directeurs des études, chefs de départements, etc.)
- c) \_\_\_\_\_ Représentants des associations d'instituteurs
- d) \_\_\_\_\_ Représentants des associations de parents
- e) \_\_\_\_\_ Représentants d'autres associations (Spécifier lesquels)

\_\_\_\_\_

D. Nom \_\_\_\_\_

- a) \_\_\_\_\_ Commissaires
- b) \_\_\_\_\_ Représentants de la direction des études (directeur général, directeurs des études, chefs de départements, etc.)
- c) \_\_\_\_\_ Représentants des associations d'instituteurs
- d) \_\_\_\_\_ Représentants des associations de parents
- e) \_\_\_\_\_ Représentants d'autres associations (Spécifier lesquels)

\_\_\_\_\_





## IV. CARACTERISTIQUES PERSONNELLES DES COMMISSAIRES ACTUELS

17. Indiquer le nombre de commissaires qui tombent dans chacune des catégories qui suivent, selon le nombre d'années d'expérience en tant que commissaire: (Donner un chiffre approximatif au besoin)

- a) \_\_\_\_\_ Moins d'un an
- b) \_\_\_\_\_ Un an ou plus mais moins de deux ans
- c) \_\_\_\_\_ Deux ans ou plus mais moins de trois ans
- d) \_\_\_\_\_ Trois ans ou plus mais moins de cinq ans
- e) \_\_\_\_\_ Cinq ans ou plus mais moins de sept ans
- f) \_\_\_\_\_ Sept ans ou plus mais moins de dix ans
- g) \_\_\_\_\_ Dix ans ou plus mais moins de quinze ans
- h) \_\_\_\_\_ Quinze ans ou plus mais moins de vingt ans
- i) \_\_\_\_\_ Plus de vingt ans

18. Indiquer le nombre de commissaires qui tombent dans chacune des catégories qui suivent, selon leur scolarité: (Donner un chiffre approximatif au besoin)

- a) \_\_\_\_\_ A complété le cours élémentaire sans plus
- b) \_\_\_\_\_ A complété le cours élémentaire et une partie du cours secondaire
- c) \_\_\_\_\_ A complété le cours secondaire sans plus
- d) \_\_\_\_\_ A complété le cours secondaire et une partie du cours collégial
- e) \_\_\_\_\_ Bachelier
- f) \_\_\_\_\_ Bachelier et études professionnelles ou universitaires
- g) \_\_\_\_\_ Maîtrise, licence, ou doctorat
- h) \_\_\_\_\_ Autre (Spécifier) \_\_\_\_\_

19. Indiquer le nombre de commissaires qui tombent dans chacune des catégories d'emploi qui suivent: (Donner un chiffre approximatif au besoin)

- a) \_\_\_\_\_ Professions et services techniques (Les personnes dont l'occupation repose sur les principes établis d'une profession, d'une science ou d'un art qui exige des connaissances professionnelles, scientifiques, ou techniques acquis au moyen d'études universitaires ou d'une vaste expérience, telles que le médecin, l'avocat, le professeur, l'ingénieur, le prêtre, le comptable, le technicien de radio, le technicien en art dentaire, le spécialiste dans les sciences de l'homme, le dessinateur, etc.)
- b) \_\_\_\_\_ Gérants, directeurs, propriétaires (Les personnes qui administrent une entreprise, en tout ou en partie, pour



une autre personne ou une tierce personne; ou les agents d'une compagnie, corporation, ou d'une agence d'un gouvernement, telles que le propriétaire et le gérant d'un magasin, le vice-président d'une compagnie, le gérant d'une maison de rapport, le gérant de banque, le gérant d'affaires d'une association, etc.)

- c) \_\_\_\_\_ Commis de vente et de bureaux (Les personnes qui s'occupent de vente ou d'achat ou qui font un travail de bureau, habituellement sous la surveillance de quelqu'un, telles que les publicitaires, les vendeurs, les secrétaires, les teneurs de livres, les facteurs, les agents de billets, les commis de banque, etc.)
- d) \_\_\_\_\_ Fermiers (Les personnes qui en tant que propriétaires, gérants, ou locataires dirigent une ferme où l'on produit des récoltes, des plantes, des bêtes, etc.)
- e) \_\_\_\_\_ Ouvriers spécialisés, artisans, et contremaîtres (Les personnes qui effectuent un travail manuel qui d'habitude exige un long apprentissage ou une longue période d'entraînement, une dextérité manuelle, et l'habileté à travailler avec un minimum de surveillance, telles que le menuisier, le briqueteur, le plombier, l'électricien, le boulanger, le compositeur en imprimerie, le machiniste, le tailleur, etc.)
- f) \_\_\_\_\_ Ouvriers semi-spécialisés et journaliers (Les personnes qui occupent un emploi manuel qui ne requiert pas une longue période d'entraînement ou beaucoup de dextérité, telles que l'aiguilleur de chemin de fer, le conducteur de camion ou d'autobus, le métallurgiste, le manoeuvre, etc.)
- g) \_\_\_\_\_ Employés de service (Les personnes qui fournissent un service qui n'exige pas une longue période d'entraînement ni un haut degré de dextérité mais qui consiste à effectuer un service plutôt qu'à produire un produit tangible, telles que le barbier, la coiffeuse, la cosméticienne, le garçon d'élévateur, le gardien, le concierge, etc.)
- h) \_\_\_\_\_ Ménagères (Dames dont l'occupation principale consiste à diriger un foyer).
- i) \_\_\_\_\_ Retraité (Les personnes qui n'occupent plus un emploi)
- j) \_\_\_\_\_ Autre (Spécifier)





20. Indiquer combien de commissaires tombent dans chacune des catégories d'âge qui suivent: (Donner un chiffre approximatif au besoin)

- a) \_\_\_\_\_ Moins de trente ans
- b) \_\_\_\_\_ Entre trente et quarante ans
- c) \_\_\_\_\_ Entre quarante et cinquante ans
- d) \_\_\_\_\_ Entre cinquante et soixante ans
- e) \_\_\_\_\_ Plus de soixante ans

21. Combien de femmes sont commissaires? \_\_\_\_\_

22. Combien de commissaires sont des religions suivantes?

- a) \_\_\_\_\_ Catholique
- b) \_\_\_\_\_ Protestant
- c) \_\_\_\_\_ Juif
- d) \_\_\_\_\_ Autre

23. Combien de commissaires sont des nationalités suivantes?

- a) \_\_\_\_\_ Canadien-anglais, -irlandais, -écossais, -gallois
- b) \_\_\_\_\_ Canadien-français
- c) \_\_\_\_\_ Autre (Spécifier) \_\_\_\_\_

## V. PARTICIPATION DES GROUPES INTERMEDIAIRES DE LA LOCALITE A LA

### SOLUTION DES QUESTIONS DE L'ENSEIGNEMENT

Quand une commission scolaire fait face à un problème ou à une question nouvelle, c'est-à-dire, le problème exige une politique nouvelle ou la revue d'une politique actuelle, ou il implique les valeurs importantes de beaucoup de gens, la commission scolaire peut recevoir des conseils ou des renseignements utiles à la solution du problème.

Des exemples de problèmes de ce genre suivent. Nous aimerions que vous indiquiez comment les corps intermédiaires de la communauté participent à la solution du problème au cours des assemblées officielles de la commission scolaire. La participation des corps intermédiaires peut initier, endosser, ou bloquer l'action prise par la commission scolaire. Cette participation peut consister à écrire des lettres à la commission scolaire, soumettre des pétitions, adresser la parole au cours des assemblées, déléguer des représentants pour exprimer le point de vue d'une groupe, ou d'autres activités du genre.

LES TYPES DE CORPS INTERMEDIAIRES SONT DESIGNES SOUS LES

TITRES SUIVANTS:





**Représentants des clients:** Groupes qui représentent les clients du système d'éducation, tels que les associations de Parents-Maîtres, associations pour l'amélioration de l'éducation, conseils de citoyens pour l'éducation, etc.

**Les éducateurs:** Associations professionnelles d'éducateurs, telles que les associations d'instituteurs, les associations de directeurs d'écoles, etc.

**Le monde des affaires:** Associations de gens qui sont employés dans le commerce ou l'industrie, comme les Chambres de Commerce, etc.

**Autres:** Groupes associés à une église, des groupes ethniques, les syndicats ouvriers, les clubs sociaux, et d'autres groupes qui n'entrent en action que lors d'un débat en particulier. (Vous êtes priés de spécifier le but que l'association représente dans le cas des autres groupes intermédiaires)

#### LES CATEGORIES DE PARTICIPATION PORTENT LES TITRES SUIVANTS:

- A - Pas de participation:** Aucune action
- I - Informer:** La présentation des faits et des intérêts et valeurs reliés à la solution du problème mais sans indiquer de préférences pour une solution donnée.
- R - Recommander:** Indication des préférences pour une solution donnée mais sans faire pression sur la commission scolaire pour qu'elle adopte cette solution.
- E - Exhorter:** Faire valoir une solution en particulier et exhorter la commission scolaire à l'adopter.

Après chacune des questions, encrer celle des quatre lettres, A, I, R, E qui décrit le mieux comment les associations participent à la solution du problème en question.

De plus, après chaque catégorie où vous avez mis un cercle autour de I, R, ou E, encrer le mot BEAUCOUP, UN PEU, AUCUN, qui se rapproche le plus de votre opinion de l'effet de la participation que la catégorie d'association a eu sur la décision que la commission scolaire a prise.



SI LA COMMISSION SCOLAIRE N'A JAMAIS FAIT FACE AU PROBLEME DECRIT, OMMETTEZ-LE.

- a) L'extension du système scolaire, par exemple, l'introduction de la maternelle, de l'institut, etc.

Représentants des clients	A	I	R	E	BEAUCOUP	UN PEU	AUCUN
Les éducateurs	A	I	R	E	BEAUCOUP	UN PEU	AUCUN
Le monde des affaires	A	I	R	E	BEAUCOUP	UN PEU	AUCUN
Autres (Spécifier)							
_____	A	I	R	E	BEAUCOUP	UN PEU	AUCUN

- b) Abaisser ou élever le niveau où l'on enseigne un cours donné par exemple, introduire le français ou l'anglais en tant que langue seconde en troisième plutôt qu'en quatrième année ou l'inverse.

Représentants des clients	A	I	R	E	BEAUCOUP	UN PEU	AUCUN
Les éducateurs	A	I	R	E	BEAUCOUP	UN PEU	AUCUN
Le monde des affaires	A	I	R	E	BEAUCOUP	UN PEU	AUCUN
Autres (Spécifier)							
_____	A	I	R	E	BEAUCOUP	UN PEU	AUCUN

- c) L'adoption d'un manuel scolaire, exemple, un manuel qui est malvenu par certains groupes ethniques, religieux, ou politique.

Représentants des clients	A	I	R	E	BEAUCOUP	UN PEU	AUCUN
Les éducateurs	A	I	R	E	BEAUCOUP	UN PEU	AUCUN
Le monde des affaires	A	I	R	E	BEAUCOUP	UN PEU	AUCUN
Autres (Spécifier)							
_____	A	I	R	E	BEAUCOUP	UN PEU	AUCUN





- d) L'introduction d'un nouveau cours au programme, par exemple, un cours de religion, l'éducation sexuelle, les cours de conduite d'automobile, etc.

Représentants des clients	A	I	R	E	BEAUCOUP	UN PEU	AUCUN
Les éducateurs	A	I	R	E	BEAUCOUP	UN PEU	AUCUN
Le monde des affaires	A	I	R	E	BEAUCOUP	UN PEU	AUCUN
Autres (Spécifier)							
_____	A	I	R	E	BEAUCOUP	UN PEU	AUCUN

- e) Une nouvelle façon de grouper les enfants exceptionnels, par exemple, regrouper tous les surdoués dans une seule école ou retirer les sousdoués des classes régulières.

Représentants des clients	A	I	R	E	BEAUCOUP	UN PEU	AUCUN
Les éducateurs	A	I	R	E	BEAUCOUP	UN PEU	AUCUN
Le monde des affaires	A	I	R	E	BEAUCOUP	UN PEU	AUCUN
Autres (Spécifier)							
_____	A	I	R	E	BEAUCOUP	UN PEU	AUCUN

- f) L'établissement d'une politique par rapport au vêtement et à l'apparence personnelle des étudiants.

Représentants des clients	A	I	R	E	BEAUCOUP	UN PEU	AUCUN
Les éducateurs	A	I	R	E	BEAUCOUP	UN PEU	AUCUN
Le monde des affaires	A	I	R	E	BEAUCOUP	UN PEU	AUCUN
Autres (Spécifier)							
_____	A	I	R	E	BEAUCOUP	UN PEU	AUCUN

- g) Un changement dans les limites du territoire d'une école.

Représentants des clients	A	I	R	E	BEAUCOUP	UN PEU	AUCUN
Les éducateurs	A	I	R	E	BEAUCOUP	UN PEU	AUCUN



Le monde des affaires	A	I	R	E	BEAUCOUP	UN PEU	AUCUN
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Autres (Spécifier)

_____	A	I	R	E	BEAUCOUP	UN PEU	AUCUN
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- h) L'engagement de professeurs non diplômés, qui sont des spécialistes dans leur domaine, pour enseigner une matière en particulier, telle que la musique, le dessin, etc.

Représentants des clients	A	I	R	E	BEAUCOUP	UN PEU	AUCUN
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Les éducateurs	A	I	R	E	BEAUCOUP	UN PEU	AUCUN
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Le monde des affaires	A	I	R	E	BEAUCOUP	UN PEU	AUCUN
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Autres (Spécifier)

_____	A	I	R	E	BEAUCOUP	UN PEU	AUCUN
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- i) La suspension d'un professeur.

Représentants des clients	A	I	R	E	BEAUCOUP	UN PEU	AUCUN
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Les éducateurs	A	I	R	E	BEAUCOUP	UN PEU	AUCUN
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Le monde des affaires	A	I	R	E	BEAUCOUP	UN PEU	AUCUN
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Autres (Spécifier)

_____	A	I	R	E	BEAUCOUP	UN PEU	AUCUN
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- j) Un changement dans les salaires ou les conditions de travail des instituteurs.

Représentants des clients	A	I	R	E	BEAUCOUP	UN PEU	AUCUN
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Les éducateurs	A	I	R	E	BEAUCOUP	UN PEU	AUCUN
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Le monde des affaires	A	I	R	E	BEAUCOUP	UN PEU	AUCUN
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Autres (Spécifier)

_____	A	I	R	E	BEAUCOUP	UN PEU	AUCUN
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- k) L'introduction d'une nouvelle technologie en tant qu'auxiliaire didactique, par exemple, la télévision.

Représentants des clients	A	I	R	E	BEAUCOUP	UN PEU	AUCUN
Les éducateurs	A	I	R	E	BEAUCOUP	UN PEU	AUCUN
Le monde des affaires	A	I	R	E	BEAUCOUP	UN PEU	AUCUN
Autres (Spécifier)							
_____	A	I	R	E	BEAUCOUP	UN PEU	AUCUN

- l) Une nouvelle architecture pour les écoles, par exemple, les grandes salles pour l'instruction, les postes pour l'étude individuelle, etc.

Représentants des clients	A	I	R	E	BEAUCOUP	UN PEU	AUCUN
Les éducateurs	A	I	R	E	BEAUCOUP	UN PEU	AUCUN
Le monde des affaires	A	I	R	E	BEAUCOUP	UN PEU	AUCUN
Autres (Spécifier)							
_____	A	I	R	E	BEAUCOUP	UN PEU	AUCUN

- m) L'emplacement des écoles, le choix de l'endroit où l'on devrait ériger une école.

Représentants des clients	A	I	R	E	BEAUCOUP	UN PEU	AUCUN
Les éducateurs	A	I	R	E	BEAUCOUP	UN PEU	AUCUN
Le monde des affaires	A	I	R	E	BEAUCOUP	UN PEU	AUCUN
Autres (Spécifier)							
_____	A	I	R	E	BEAUCOUP	UN PEU	AUCUN

- n) Hausser ou diminuer la taxe scolaire.

Représentants des clients	A	I	R	E	BEAUCOUP	UN PEU	AUCUN
Les éducateurs	A	I	R	E	BEAUCOUP	UN PEU	AUCUN





Le monde des affaires	A	I	R	E	BEAUCOUP	UN PEU	AUCUN
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Autres (Spécifier)

_____	A	I	R	E	BEAUCOUP	UN PEU	AUCUN
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o) Les emprunts à long terme pour dépenses capitales.

Représentants des clients	A	I	R	E	BEAUCOUP	UN PEU	AUCUN
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Les éducateurs	A	I	R	E	BEAUCOUP	UN PEU	AUCUN
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Le monde des affaires	A	I	R	E	BEAUCOUP	UN PEU	AUCUN
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Autres (Spécifier)

_____	A	I	R	E	BEAUCOUP	UN PEU	AUCUN
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p) Augmenter les dépenses pour les écoles.

Représentants des clients	A	I	R	E	BEAUCOUP	UN PEU	AUCUN
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Les éducateurs	A	I	R	E	BEAUCOUP	UN PEU	AUCUN
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Le monde des affaires	A	I	R	E	BEAUCOUP	UN PEU	AUCUN
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Autres (Spécifier)

_____	A	I	R	E	BEAUCOUP	UN PEU	AUCUN
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q) Un changement dans la politique concernant l'emploi des élèves hors de l'école, par exemple, les élèves qui quent pour les oeuvres de charité, l'orchestre de l'école participe à des fêtes organisées par des groupes civiques, etc.

Représentants des clients	A	I	R	E	BEAUCOUP	UN PEU	AUCUN
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Les éducateurs	A	I	R	E	BEAUCOUP	UN PEU	AUCUN
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Le monde des affaires	A	I	R	E	BEAUCOUP	UN PEU	AUCUN
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Autres (Spécifier)

_____	A	I	R	E	BEAUCOUP	UN PEU	AUCUN
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- r) Un changement dans la politique concernant l'usage des locaux scolaires par les associations de la localité.

Représentants des clients	A	I	R	E	BEAUCOUP	UN PEU	AUCUN
Les éducateurs	A	I	R	E	BEAUCOUP	UN PEU	AUCUN
Le monde des affaires	A	I	R	E	BEAUCOUP	UN PEU	AUCUN
Autres (Spécifier)							
_____	A	I	R	E	BEAUCOUP	UN PEU	AUCUN

- s) L'adoption d'une nouvelle méthode de rendre compte du progrès des élèves aux parents.

Représentants des clients	A	I	R	E	BEAUCOUP	UN PEU	AUCUN
Les éducateurs	A	I	R	E	BEAUCOUP	UN PEU	AUCUN
Le monde des affaires	A	I	R	E	BEAUCOUP	UN PEU	AUCUN
Autres (Spécifier)							
_____	A	I	R	E	BEAUCOUP	UN PEU	AUCUN

Il y a peut-être eu d'autres problèmes auxquels la commission scolaire a dû apporté une solution récemment et à laquelle les groupes intermédiaires de la localité ont pris part. Dans l'espace ci-dessous indiquez la nature générale du problème et répondez de la même façon qu'aux autres problèmes.

Problème: \_\_\_\_\_

Représentants des clients	A	I	R	E	BEAUCOUP	UN PEU	AUCUN
Les éducateurs	A	I	R	E	BEAUCOUP	UN PEU	AUCUN
Le monde des affaires	A	I	R	E	BEAUCOUP	UN PEU	AUCUN
Autres (Spécifier)							
_____	A	I	R	E	BEAUCOUP	UN PEU	AUCUN





Problème: \_\_\_\_\_

Représentants des clients      A I R E    BEAUCOUP    UN PEU    AUCUN

Les éducateurs                    A I R E    BEAUCOUP    UN PEU    AUCUN

Le monde des affaires            A I R E    BEAUCOUP    UN PEU    AUCUN

Autres (Spécifier)

\_\_\_\_\_                    A I R E    BEAUCOUP    UN PEU    AUCUN

Problème: \_\_\_\_\_

Représentants des clients      A I R E    BEAUCOUP    UN PEU    AUCUN

Les éducateurs                    A I R E    BEAUCOUP    UN PEU    AUCUN

Le monde des affaires            A I R E    BEAUCOUP    UN PEU    AUCUN

Autres (Spécifier)

\_\_\_\_\_                    A I R E    BEAUCOUP    UN PEU    AUCUN

Vous avez peut-être d'autres renseignements par rapport à la nature de la participation ou l'effet qu'elle a eu dans un ou plusieurs problèmes donnés qui pourraient clarifier ce qui s'est passé. Vos commentaires seraient appréciés.

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## APPENDIX C

### CORRESPONDENCE



11256 - 78 Avenue,  
Edmonton, Alberta,

April 15, 1966.

Superintendent's Name  
School Board Name  
Address  
City

Dear :

Under the auspices of the Department of Educational Administration at the University of Alberta, I am presently conducting a study of the Canadian urban school boards. In order to obtain information about the composition of the school board and the participation of community groups in the school board's solution of educational issues, I have constructed a questionnaire, the completion of which is dependent upon your assistance. The information which I am seeking should not be too difficult for you to supply nor should the filling out of the questionnaire items be too promptive of your time.

Would you please indicate your willingness to cooperate in the study by filling out the enclosed form and returning it to me as soon as possible. Upon receipt of the form, a copy of the questionnaire will be mailed to you.

Thank you for your cooperation and I will look forward with pleasure to your participation in the study.

Sincerely,

Alice St. James  
Graduate Student

ASJ/mvg  
Encl.





FROM:

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TO: Miss Alice St. James

RE: Canadian urban school board study

1) \_\_\_\_\_ Yes, we will be pleased to cooperate in the study.

2) \_\_\_\_\_ No, we will not be able to participate in the  
Canadian urban school board study for the following  
reasons:-

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3) \_\_\_\_\_ Yes, we will be pleased to cooperate in the study  
but we would like to have French translations  
of the questionnaire.



11256 - 78 Avenue,  
Edmonton, Alberta,

April 20, 1966.

Superintendent's Name

School Board Name

Address

City

Dear :

Thank you for expressing your willingness to participate in the Canadian urban school board study. I believe that the findings will be of interest and value to you and to other educational leaders in Canada.

The enclosed questionnaire looks very long but it shouldn't take you long to fill it in. Most, if not all, of the information requested is in your general experience.

I would appreciate having the questionnaire returned as soon as possible. Rest assured that the results of the study will be reported respecting the school board's anonymity.

Sincerely,

Alice St. James  
Graduate Student  
University of Alberta

ASJ/mvg  
Encl.





11256 - 78<sup>e</sup> avenue  
Edmonton, Alberta

le 25 avril 1966

M. le directeur des études  
Nom de la commission scolaire  
Adresse  
Ville

Cher M. :

Je vous remercie sincèrement d'avoir consenti à participer à l'étude que j'effectue sur les commissions scolaires urbaines. Je suis d'avis que les résultats de cette étude seront utiles aux administrateurs canadiens.

Ci-joint le questionnaire, un dans chaque langue, que vous voudrez bien remplir et me retourner au plus tôt que possible. A première vue, le questionnaire peut paraître complexe mais les renseignements qu'on y demande vous sont très familiers.

Soyez assuré que les résultats de cette étude seront publiés sous le signe de l'anonymat.

Veuillez accepter, cher monsieur, mes sincères remerciements et mes sentiments les meilleurs.

Alice St. James  
Candidate au doctorat  
Université de l'Alberta

ASJ/mvg

N.B. Veuillez ne remplir qu'un seul questionnaire.



11256 - 78 Avenue  
Edmonton, Alberta

April 26, 1966

Superintendent's Name  
School Board Name  
Address  
City

Dear               :

Recently I addressed a letter to you in which I asked for your participation in a study which I am conducting under the auspices of the Department of Educational Administration at the University of Alberta. The study is an investigation of the composition of the school board and the participation of community groups in the school board's solution of educational issues in large Canadian cities.

I would appreciate hearing from you as soon as possible concerning your willingness to cooperate in the study. If your reply is already in the mail, please excuse this reminder.

Sincerely,

Alice St. James  
Graduate Student  
University of Alberta

ASJ/mvg



11256 - 78 Avenue  
Edmonton, Alberta

May 2, 1966

Superintendent's Name  
School Board Name  
Address  
City

Dear :

Recently, I mailed you a copy of the questionnaire being used in the Canadian urban school board study. This letter is a reminder to you. If you have not returned the questionnaire, I would appreciate hearing from you as soon as possible. If the questionnaire is already in the mail, please excuse this reminder.

Sincerely

Alice St. James  
Graduate Student  
University of Alberta

ASJ/mvg





11256 - 78e avenue  
Edmonton, Alberta

le 5 mai 1966

M. le directeur des études  
Nom de la commission scolaire  
Adresse  
Ville

Cher M. :

Récemment je vous ai envoyé le Questionnaire sur les commissions scolaires. Je n'ai pas encore reçu votre réponse. Si vous n'avez pas retourné le questionnaire, j'aimerais le recevoir au plus tôt que possible. Si le questionnaire est déjà en poste, veuillez excuser cette lettre.

Veuillez accepter, cher monsieur, mes sincères remerciements et mes sentiments les meilleurs.

Alice St. James  
Candidate au doctorat  
Université de l'Alberta

ASJ/mvg



11256 - 78 Avenue  
Edmonton, Alberta

May 5, 1966

Superintendent's Name  
School Board Name  
Address  
City

Dear               :

Quite some time ago I wrote to you asking for your cooperation in a study I am conducting as part of my doctoral research in the Department of Educational Administration at the University of Alberta. More recently I mailed you a reminder requesting your reply.

If you do not wish to participate in the study, will you please return to me the form in the stamped self-addressed envelope, both of which were included in the envelope in the original letter.

The response from superintendents in large cities across Canada has been very good. There have been 87.8% affirmative replies and 5.6% negative replies. Therefore, I would hope that you would reply favorably.

In any case, I hope to have a reply from you soon.

Sincerely,

Alice St. James  
Doctoral Candidate  
University of Alberta

ASJ/mvg





11256 - 78 Avenue  
Edmonton, Alberta

May 10, 1966

Superintendent's Name  
School Board Name  
Address  
City

Dear               :

Quite some time ago I sent you a copy of the questionnaire being used in the Canadian urban school board study. More recently I mailed you a reminder requesting your response to the questionnaire.

If you do not wish to participate in the study, will you please return to me the blank questionnaire in the stamped self-addressed envelope which was included in the packet with the questionnaire.

I would regret not receiving the completed questionnaire from you because of the importance of your school board as a school board in a large Canadian city and because there are few such school boards in Canada.

From the completed questionnaires received to date, I would judge that none of the responding superintendents found the completion of the questionnaire excessively time-consuming or difficult. Therefore, I would hope that you would complete it.

In any case, I hope to receive from you soon either the blank or the completed questionnaire.

Sincerely,

Alice St. James  
Doctoral Candidate  
University of Alberta

ASJ/mvg





**B29861**